

BRIEF

TO THE

HAMILTON - BURLINGTON - WENTWORTH LOCAL GOVERNMENT REVIEW

ON BEHALF OF



COUNTY OF WENTWORTH

TOWN OF STONEY CREEK
TOWN OF DUNDAS
TOWNSHIP OF SALTFLEET
TOWNSHIP OF ANCASTER
TOWNSHIP OF WEST FLAMBOROUGH

TOWNSHIP OF EAST FLAMBOROUGH
TOWNSHIP OF BINBROOK
TOWNSHIP OF BEVERLY
TOWNSHIP OF GLANFORD
VILLAGE OF WATERDOWN

VOLUME 1



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VOLUME 1

BRIEF

IN THE

HAMILTON - BURLINGTON - WHITWORTH
LOCAL GOVERNMENT REVIEW

THE REVIEW OF

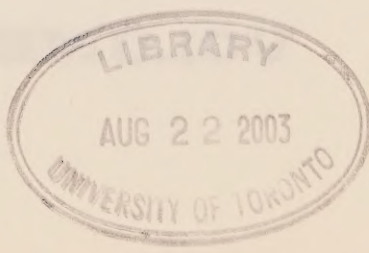


COUNTY OF WHITWORTH

By Order of the Council
The Clerk of the Council
The County of Whitworth
Hamilton, Burlington, Whitworth
Local Government Review

FOR THE YEAR 2003

2003



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DEFINITIONS OF CERTAIN TERMS USED IN THE BRIEF

1. Area Municipalities - means the Municipalities included in the Study Area and West Lincoln Area.
2. Data Book - means the Hamilton-Burlington-Wentworth Local Government Review Data Book of Basic Information.
3. MTARTS - means the Metropolitan Toronto and Region Transportation Study.
4. Study Area - means the City of Hamilton, the County of Wentworth and the Town of Burlington, being the Area of Study by the Hamilton-Burlington-Wentworth Local Government Review.
5. The Metropolitan Council - means the Council of The Metropolitan Corporation of Wentworth.
6. The Metropolitan Wentworth Region or Area - means the Study Area with the addition of four Municipalities now in the County of Lincoln, that is, the Town of Grimsby, the Township of North Grimsby, the Township of South Grimsby and the Township of Caistor.
7. West Lincoln Area - means the following Municipalities:
the Town of Grimsby, the Township of North Grimsby, the Township of South Grimsby and the Township of Caistor, all being situated in the westerly part of the County of Lincoln.

HAMILTON - BURLINGTON - WENTWORTH

LOCAL GOVERNMENT REVIEW

T E R M S O F R E F E R E N C E

1. The Terms of Reference of The Hamilton-Burlington-Wentworth Local Government Review Commission we understand to be as follows:

"I am pleased to announce that in accordance with the provisions of the legislation authorizing the Department to inaugurate investigations into any of the affairs of any municipality, or group of municipalities, I have to-day appointed a Commission consisting of Mr. Donald R. Steele, Q.C., as Chief Commissioner, and Messrs. E.A. Jarrett, C.A., and Brian W. Morison, Q.C., as Assistant Commissioners, to inquire into and report upon:

- (a) The structure, organization, financing and methods of operation of all the municipalities and their local boards in the region composed of the County of Wentworth and the Town of Burlington, including the City of Hamilton and the County of Wentworth administration.
- (b) The anticipated future development of the region which may require a revision and improvement in the present system of local government, future changes in boundaries and planned extension of services.
- (c) A review of the economic, social, geographic and cultural factors of the proposed region and the effect upon the inter-relationship of the municipalities and the people therein.
- (d) An analysis of the financial effect of a regional government.

(e) Any other matter relating to the structure of local government in the area,".
(Taken from a letter dated August 29, 1967 from The Honourable Minister of Municipal Affairs).

2. The region or Study Area of The Hamilton-Burlington-Wentworth Local Government Review Commission is set forth in Figure 1.

PURPOSE OF THE BRIEF

1. The purpose of this Brief is, among other things, to respond to the Terms of Reference of the Hamilton-Burlington-Wentworth Local Government Review Commission by respectfully placing before the Commission the most comprehensive analysis possible, under all the circumstances, for the purpose of assisting the Commission in its Report to the Government of Ontario and the Government of Ontario in determining:
 - (a) what constitutes the Region for this Area, and
 - (b) a Democratic Governmental Structure for the Region,using as a guide not only our traditions and our knowledge of the past but our analysis or interpretations of current trends as well as a projection or anticipation of future developments. However, the relevance of such trends and our knowledge of the future are limited by the speed and magnitude of the changes that are occurring in our complex Society particularly from the economical, political and sociological aspects.
2. We acknowledge that structural reform is a necessity at the Municipal level of Government as well as at all other levels of Government. The changes that have occurred in our Society over the past one hundred years

have abrogated the validity of many assumptions upon which our governmental structures have been based. We all know that the structures of the Federal, Provincial and Municipal Governments are essentially the same to-day as one hundred years ago.

3. From a dearth of Reports and Studies in this Province there has emerged what is referred to as the modern concept of Regional Government as enunciated by The Honourable Minister of Municipal Affairs in his statement to the Legislature on December 2, 1968 and which is referred to as the "Guidelines" for Regional Government, but as stated in the February 1969, Report of the Ontario Economic Council -

"--the concept of regional government that has emerged from any of the reports and studies so far undertaken does not offer to the Government of Ontario, to the Municipalities, or to the electorate a sufficiently comprehensive guide to action".

4. It is our purpose, therefore, in this Brief on the basis of not only a canvass of the traditions, systems, studies and reports in the Province of Ontario but a canvass of the traditions, systems, studies and reports in other Provinces of Canada and other Countries to assist the Commission in its review of the Study Area by placing before it all such information as could be obtained including a comprehensive analysis which we believe will establish

- (a) that the Region should include not only the Study Area of Hamilton-Burlington-Wentworth as described in Figure 1, but the Township of North Grimsby, the Township of South Grimsby, the Township of Caistor and the Town of Grimsby as described in Figures 2 and 3, and
- (b) that the name of the Region should be The Metropolitan Wentworth Region, and
- (c) that there should be a federated - Two-Tier - Metropolitan System of Government comprised of a Central Authority to perform Metropolitan or Regional Powers and Local Authorities to perform Local Powers,

because we believe that the people are entitled to efficient and desired services but we believe also that the flame of Local Self Government - the foundation of our Democratic System - should not be sacrificed for technical efficiency-- the need is for a revitalized Two-Tier System of Local Government.

5. Municipal Governments, as we all know, constitute and are recognized as constituting the foundation upon which our whole scheme of a "federated Canadian Democracy" is built. Unless the foundation is well secured and well maintained we suggest the superstructure is resting on tenuous and precarious footings or foundations.

6. We believe that in the conduct of our study, we have maintained not only an awareness of the need for reform but we have kept a vigilant eye on the welfare of our Municipal Institutions in the interests of preserving for our citizens a "Democratic Way of Life" which is not only their heritage but their right as established by "The Fathers of Confederation" through the medium of the British North America Act.

PART I

THE METROPOLITAN WENTWORTH REGION

General - Boundaries

1. (1) The Metropolitan Wentworth Region, as proposed in this Brief and described on Figures 2 and 3, has been determined on the basis of, among other things,
 - (a) a thorough analysis of the Study Area described on Figure 1, that is, the County of Wentworth the City of Hamilton and the Town of Burlington and of adjacent municipalities, and
 - (b) the criteria recommended in the Report by The Ontario Committee on Taxation, 1967, and which criteria The Honourable Minister of Municipal Affairs has stated, has been accepted by the Government of Ontario together with three additional criteria which were prescribed by The Honourable Minister of Municipal Affairs in the "Guidelines for Regional Government" presented to the Legislature on December 2, 1968.
- (2) The Metropolitan Wentworth Region includes, therefore, within its boundaries as shown on Figures 2 and 3,

(a) the County of Wentworth and its 10 constituent municipalities as follows:

- (1) The Town of Stoney Creek, and
 - (ii) The Town of Dundas, and
 - (iii) The Township of Saltfleet, and
 - (iv) The Township of Ancaster, and
 - (v) The Township of West Flamborough, and
 - (vi) The Township of East Flamborough, and
 - (vii) The Township of Binbrook, and
 - (viii) The Township of Beverly, and
 - (ix) The Township of Glanford, and
 - (x) The Village of Waterdown, and
- (b) the City of Hamilton, and
- (c) the Town of Burlington, and
- (d) the Town of Grimsby, and
- (e) the Townships of Caistor, North Grimsby and South Grimsby,

The Metropolitan Wentworth Region includes, therefore, all of the Study Area, as shown on Figure 1, and the four municipalities described in paragraphs (d) and (e) of this sub-section which now form part of Lincoln County and are more particularly described on Figures 2 and 3. We should state, and which we will discuss later in this Brief, that there is some evidence that the southerly boundary of the proposed Region should be located south to include the Grand River and the Town of Caledonia.

GEOGRAPHICAL ANALYSIS OF THE METROPOLITAN WENTWORTH REGION

Physiography - General

2. (1) A description of the physiography (landforms) within The Metropolitan Wentworth Region is helpful, we believe, in understanding not only the pattern of urban and rural development that has taken place in the proposed Region but the physical difficulties which have affected and are affecting the direction and pattern of urban growth because of the relatively high costs to the community of overcoming physical obstacles such as the Escarpment, Valleys and Water Divides. The physiography of the proposed Region is varied as is shown by the presence of 13 physiographic categories as set forth in Figure 4.¹

Physiography - Niagara Escarpment

- (2) The Niagara Escarpment is the most striking physiographic feature in The Metropolitan Wentworth Region and extends from the northerly limit of the Town of Burlington, around the Town of Dundas and easterly through the Township of Ancaster, the City of Hamilton, the Township of Saltfleet and the Township of North Grimsby. The Escarpment is a scarp face capped with

1

L. J. Chapman and D. F. Putnam, The Physiography of Southern Ontario, 1951. Figure 4 has been prepared from the Physiographic Map of Southern Ontario included in this publication

resistant dolomite which attains a height of from 300 to 350 feet within the proposed Region. It extends northerly from the proposed Region to the Bruce Peninsula and easterly through the Niagara Peninsula into the United States of America. Its distance from the shoreline of Lake Ontario varies considerably, being only about one mile on the west limit of the Town of Grimsby and about five miles to Albion Falls in the City of Hamilton as shown on Figure 4. In the Town of Burlington the Escarpment lies about $2\frac{1}{2}$ miles from the Hamilton Harbour along the Burlington-Waterdown boundary and swings northerly through the Town of Burlington in a series of arcs with increasing distance from the Hamilton Harbour and the Lake. The Escarpment

- (a) has various gorges which have been created by streams such as Bronte Creek in the Town of Burlington and East Flamborough, Grindstone Creek in Waterdown, Spencer Creek in West Flamborough, Ancaster Creek in Ancaster, Chedoke Creek and Redhill Creek in Hamilton, Battlefield and Stoney Creeks in Stoney Creek, and Forty Mile Creek in the Township of North Grimsby. Such streams have great importance in carrying the run-off from extensive areas above the Escarpment as shown on Figure 6 (Drainage Areas).

In the case of the Grindstone Creek it is also used as a receiving stream for effluent from Waterdown's sewage treatment plant as shown on Map No. 4 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

(b) has, because of its height, influenced the development of highways in the proposed Region. Highway No. 8 was originally an Indian Trail which was situated near the base of the Escarpment through what is now Hamilton, Saltfleet and North Grimsby. Similarly, it is believed that the notches and terraces at certain points along the brow of the Escarpment have influenced the location of roads such as

- (i) Albion Road in the Redhill Creek Valley of Hamilton, and
- (ii) Highway No. 2 which ascends the Escarpment in Ancaster Township aided by the presence of two terraces, and
- (iii) Waterdown Road which ascends the Escarpment from the Aldershot area of Burlington north-westerly to the Village of Waterdown through a series of dissected terraces and the Valley of Grindstone Creek.

Physiography - Area Below the Escarpment

(3) The area lying between Lake Ontario and the Niagara Escarpment is for the most part shale and sand plain as shown on Figure 4,

(a) The areas designated as sand plains are in the lower area of Burlington, in the Stoney Creek area, in the Town of Grimsby and parts of the Township of North Grimsby. These sandy areas were well suited to specialized agriculture such as horticulture and market gardening as for example in the Stoney Creek and Aldershot areas, respectively. However, it can be seen from the existing Land Use Map, being Map No. 2 in The Hamilton-Burlington-Wentworth Local Government Review Data Book, that much of these sandy areas have been urbanized. The areas shown on Figure 4 as shale plain are located in Burlington, Hamilton and to the east of Hamilton. Map No. 2 in the Hamilton-Burlington-Wentworth Local Government Review Data Book shows

- (i) The extensive urbanization that has occurred on both the sand and shale plain areas below the Escarpment in the Study Area shown on Figure 1, and
- (ii) the extent of the urbanization in the Township of North Grimsby and the Town of Grimsby, and

- (b) two physiographic features which are important as transportation routes around the Head of the Lake are the high-level Beach Bar which is used by Highways Numbers 2, 6 and 403 as they cross from Hamilton to Burlington. The low level Burlington Beach Bar is shown as part of the sand plain and is used by the Queen Elizabeth Way and Beach Road as they cross from Hamilton to Burlington as shown on Figure 14. Each of these Beach Bars have been cut by channels for canal purposes from Lake Ontario into Hamilton Harbour and Cootes Paradise, and
- (c) in the northeasterly part of Burlington below the Escarpment are sections of till plain and till moraine which are glacial deposits - the latter having more irregular and hilly topography than the till plain. The till plain area along Highway No. 5 in Burlington is planned for future urbanization as shown on the Map of Projected Generalized Land Use being Map No. 3, in The Hamilton-Burlington-Wentworth Local Government Review Data Book.

Physiography - Area above the Escarpment

(4) In the Area above the Escarpment

- (a) Northwest of the Village of Waterdown in the lower part of the Township of East Flamborough is a series of alternating ridges or moraines and channels which roughly parallel the concessions of the Township, and which extend southwesterly into the Township of West Flamborough. Other similar ridges are located above the Escarpment in Hamilton, and extending through the Townships of Glanford, Binbrook, Saltfleet, North Grimsby and South Grimsby. These ridges form water divides between the area that is drained into the Twenty Mile Creek and the Welland River (Chippewa Creek) as indicated on Figure 6. For servicing with sanitary sewers by gravity flow, it is significant that such an extensive area above the Escarpment can ultimately be sewered and the sewage carried downward to treatment plants along the shoreline of the Hamilton Harbour or of Lake Ontario, and
- (b) a morainic ridge also crosses the northwesterly corner of the Township of Beverly forming a water divide between the area drained by the

Galt Creek to the northwest and the area drained by Fairchild Creek to the southeast. The relatively small area of about three square miles in the northwesterly corner of the Township of Beverly which is drained into two tributaries of the Grand River could ultimately be sewered into the City of Galt which is situated approximately one mile to the west of the boundary of the Township of Beverly. This aspect is discussed further in Section 10 of this Brief, and

- (c) most of the northerly parts of the Townships of Beverly, West Flamborough and East Flamborough, as shown on Figure 4, are included in the extensive limestone plain area which is characterized by shallow soils, rock outcroppings, drumlins (elongated hills) and the largest area of marsh in The Metropolitan Wentworth Region, and
- (d) to the south of the limestone plain, described in paragraph (c) of this sub-section, is a part of what is known as the Norfolk Sand Plain which is mainly found in Brant and Norfolk Counties to the southwest of the County of Wentworth. This sand plain is situated in the southerly part of the Township of Beverly and the Westerly part of the Township of Ancaster and

- is a productive agricultural area suitable for the cultivation of a variety of crops, and
- (e) to the west and south of the Town of Dundas and lying in parts of the Townships of West Flamborough, Beverly and Ancaster is an area of kame moraine characterized by hills and rough topography. The part of this kame moraine area near the Town of Dundas is known locally as the Dundas Valley Area and development in this area has been, as a result, rather sparse. In the southerly part of the area, however, the major development has occurred along Highway No. 2 in the Township of Ancaster as shown on Existing Land Use Map, being Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and
- (f) the clay plain area above the Escarpment in the southerly portions of the County of Wentworth and the West Lincoln Area is a part of the extensive Haldimand Clay Plain which extends southerly to Lake Erie. The clay and clay loam soils of this plain have imperfect drainage and because of their heavy texture, are generally not considered productive, however, this area is a general farming and dairy farming area.

Topography of The Metropolitan Wentworth Region

(5) The topography or natural contours of the land within The Metropolitan Wentworth Region and the surrounding area as shown on Figure 5 can be described as follows:

(a) the said Region varies in elevation from the 247 foot level (above sea level) of Lake Ontario to over 1000 feet in the northwesterly part of the Town of Burlington which lies above the Niagara Escarpment as previously stated in this section. The alignment of the Niagara Escarpment through the said Region is indicated by the marked difference in elevation of the land near the Lakefront, which may be termed the Lake Plain and the land lying above the said Escarpment,

(i) The Lake Plain rises gradually from 247 feet in elevation along the Hamilton Harbour, for example, southerly to about 400 feet in elevation at the point where Highway No. 6 meets the base of the said Escarpment in the City of Hamilton, and at the brow of the said Escarpment where Highway No. 6 crosses, the land lying above the said Escarpment has an elevation of about 600 feet, and

- (ii) in Burlington the Lake Plain broadens towards the north because of the arc of the said Escarpment toward the northwest, and the contours of the Lake Plain indicate a gradual rise back from the Lakefront, thereby providing a relatively extensive area for urban development below the said Escarpment, and
- (iii) in the Dundas Valley area, the Valley is bounded on the north and south sides by the said Escarpment which has influenced the growth of the Town of Dundas, forcing it to spread in an east-west direction. The irregular contours immediately west of the Town of Dundas indicate the difficulty of further urban expansion by the Town in that direction, and
- (b) the majority of the land in the Metropolitan Wentworth Region lies above the Niagara Escarpment. The land rises gradually from the brow of the said Escarpment through the Town of Dundas, the Townships of West and East Flamborough and the Town of Burlington where its elevation is about 700 feet to the north-westerly boundary of the said Region where the elevations vary from

about 1000 feet to 1100 feet, and in particular

- (i) in the Township of Ancaster the main urbanized area, as shown on the Existing Land Use Map, being Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, lies above an elevation of 800 feet but the land slopes gradually downward from this area to the south, therefore, making it more difficult and costly to provide sewers for those areas to the south which are below the 800-foot contour, and
- (ii) the southerly expansion of the City of Hamilton is also affected by the changing elevations to the south of the brow of the Niagara Escarpment. The ridges which are referred to in this section create heights of land or water divides. For example, in the southwesterly part of the City of Hamilton near Paradise Road and Stone Church Road, the elevation reaches about 775 feet and then drops to about 750 feet at the limits of the City of Hamilton south of Highway No. 53. Similarly, therefore, this relatively lower section in the southwesterly part of the City of Hamilton is more difficult and costly to service with sewers on a

per acre basis than the remainder of the area above the Escarpment in the said City, this height of land, as described in this paragraph, continues easterly along the ridge which is situated near the present southerly limits of the City of Hamilton coinciding with the Urban Service Area line as shown on Maps 2, 3 and 4 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

- (c) in the southerly part of The Metropolitan Wentworth Region, in particular, in the Townships of Glanford, Binbrook, South Grimsby and Caistor, the land falls away from the water divide separating the area draining to the north into Lake Ontario and the area drained by the Twenty-Mile Creek, which is shown in Figures 6 and 7, with the exceptions of the area in the northeasterly corner of the Township of Glanford, the area in the northwesterly corner of the Township of Binbrook, and the northerly part of the Township of South Grimsby as shown in the said Figures 6 and 7.

Drainage in The Metropolitan Wentworth Region

- (6) The natural drainage of The Metropolitan Wentworth Region is indicated by the rivers and watersheds shown in detail on Figure 6 and by the generalized drainage areas depicted on Figure 7 (which is at the same scale - one inch to four miles - as many of the other Figures which are included in this Brief so that direct comparison can be made). It will be noted by the major drainage direction shown on Figure 6 that the said Region is drained by streams which flow,
- (a) into Lake Ontario or Hamilton Harbour, and
 - (b) into the Grand River or its tributaries, and
 - (c) into Twenty Mile Creek which empties into Lake Ontario at Jordan Harbour in the Township of Louth in the County of Lincoln, and
 - (d) into the Welland River which joins the Niagara River at Chippewa,
- for the economic provision of sanitary sewerage facilities to The Metropolitan Wentworth Region, the areas included in paragraph (a) of this sub-section are currently the most important because of current and projected urban needs. The areas included in paragraphs (b) to (d) of this sub-section cannot be serviced with sanitary sewers which tie in with systems in the areas included in paragraph (a) of

this sub-section without involvement of costly pumping and trunk sewer facilities. Since the areas included in paragraph (a) of this sub-section now contain the continuously urbanized area of The Metropolitan Wentworth Region as shown in Figure 10 and will contain in the future the projected continuously urbanized area as shown in Figure 17, there appears to be no valid reason for anticipating the extension of sewerage systems which would have outlets at treatment plants along the Lakefront or Hamilton Harbour beyond the drainage areas included in paragraph (a) of this sub-section. This should not be interpreted to mean, however, that there should or could not be isolated or separate sewerage systems for rural Hamlets which do not lie within the drainage areas included in the said paragraph (a). Such Hamlets as Lynden, Copetown, Mount Hope and Binbrook could be provided with sewerage systems in accordance with the requirements of the Ontario Water Resources Commission, which systems would be separate and unrelated because of the distances between such Hamlets and also between them and the drainage areas included in the said paragraph (a). The relevance of the drainage areas is further discussed in Section 5 of the Brief which deals with sewerage systems and their possible extensions to serve the projected urban development within The

Metropolitan Wentworth Region as shown in Figure 17
and in the Projected Land Use Map being Map No. 3
of The Hamilton-Burlington-Wentworth Local Government
Review Data Book.

Pattern of Land Use - The Metropolitan Wentworth Region

(7) The existing generalized Land Use of the Study Area is indicated on the existing Land Use Map which Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book includes the following major categories of Land Use,

- (a) residential, and
- (b) commercial, and
- (c) industrial, and
- (d) recreation, and
- (e) special uses such as airport, cemeteries and institutional uses,

Figure 10 shows the general pattern of urban Land Use within the proposed Metropolitan Wentworth Region. In order, however, to relate the existing Land Use pattern of both the Study Area and the proposed Metropolitan Wentworth Region to the surrounding area an additional map has been prepared and is marked Figure 8. Figure 8 shows the existing generalized Land Use of the entire Counties of Halton, Wentworth, Lincoln, Brant and Haldimand and the southerly portions of the Counties of Wellington and Waterloo. Although the source of the data for the said Map No. 2 varies in time from 1962 to 1966, as indicated in the legend of the Map, the general pattern of Land Use in the Area may be easily

seen. It is proposed to describe the Land Use in the Area shown on Figure 8 and then to describe the Land Use of the proposed Metropolitan Wentworth Region in more detail.

- (8) The essential characteristics of the existing Land Use pattern for the Area, described in sub-section (1) of this section as shown on Figure 8, are as follows,
- (a) predominantly residential development has spread along the Lakefront around the westerly end of Lake Ontario through the Counties of Halton and Wentworth with the City of Hamilton being the major urban area in the Head of the Lake area. The major urban areas in Oakville and Burlington are situated between the Queen Elizabeth Way and and Lake Ontario. Various industrial areas are situated along the Queen Elizabeth Way in both of these Municipalities. Within the City of Hamilton lies the most extensive industrial area in the Metropolitan Wentworth Region, as proposed, and it is situated on the south shore of the Hamilton Harbour. Also the depth of urbanization from Lake Ontario is greatest in the City of Hamilton in that it measures some 6 miles to the south of the Bayfront in the said City, and

- (b) Dundas possesses an urbanized area with its own downtown commercial centre and several industrial areas as indicated in Figure 8, and
- (c) the urbanized area in the Township of Ancaster is predominantly residential, and
- (d) adjacent to the easterly limit of the City of Hamilton are the urbanized areas of the Town of Stoney Creek and the Township of Saltfleet. Although the development in these two municipalities is, at this stage, primarily residential, substantial industrial development has taken place along the Queen Elizabeth Way, and is steadily increasing, and
- (e) to the east of the Township of Saltfleet the major urban centres are the Towns of Grimsby, Beamsville and Niagara and the City of St. Catharines, the latter being the largest urban centre in the County of Lincoln. Because of the amount of urbanization which has occurred in the areas described in paragraph (a) to (e) inclusive of this sub-section, such areas are considered to be part of the "Golden Horseshoe" urban area which stretches from Oshawa on the north shore of Lake Ontario around the Head of the Lake to Niagara on the south shore of Lake Ontario, and

- (f) other major urban centres are shown in Figure 8 but such centres are situated beyond the limits of the Study Area and the proposed Metropolitan Wentworth Region such as
- (i) the Cities of Guelph, Waterloo, Kitchener, Galt, Brantford and St. Catharines, and
 - (ii) the Towns of Georgetown, Acton, Milton, Fergus Hespeler, Preston, Paris, Caledonia, Hagersville, Cayuga and Dunnville, and
 - (iii) a number of Villages are scattered throughout the said area

it will be noted from Figure 8 that the major urban areas outside the proposed Metropolitan Wentworth Region are located along the Grand River, such as Waterloo, Kitchener, Galt, Paris and Brantford, and that the City of Guelph is located on the Speed River which is a branch of the Grand River. These rivers have played an important part in the founding and subsequent development of these extensive urban areas and they are most significant in the further development of these areas both as sources of water and as means of disposing of sewage effluent, and

- (g) Figure 8 indicates
- (i) that the entire area shown thereon is interlaced with Provincial Highways which connect

the major urban areas and are also associated with smaller settlements or Hamlets situated at various points along such highways, and

(ii) that the manner in which certain highways focus on the Head of the Lake at Hamilton, for example - Highways 2, 5, 6, 8, 20, 53, 56, 403 and the Queen Elizabeth Way, we suggest and we are advised that converging of these highways on the City of Hamilton has been an important factor in the development of the said City as well as of the surrounding Regional Urban Communities of Burlington, Dundas, Waterdown, Ancaster, Stoney Creek, Saltfleet and Grimsby, and

(h) the extensive areas shown on Figure 8 which are not coloured represent the rural or agricultural area which remains in this section of Southern Ontario. Certain agricultural areas have, as elsewhere, since the Second World War, come under pressure near the urban centres, in particular, not only as an area for rural non-farm residential uses but from land speculators

(9) Figure 9 shows

(a) the distribution in 1961 of non-farm dwellings throughout the Niagara Region which includes the

proposed Metropolitan Wentworth Region. The major centres of population or urban centres are clearly shown as the City of Hamilton, Brantford, St. Catharines, Niagara Falls, Welland, Port Colborne and Fort Erie. The urban centres within the proposed Metropolitan Wentworth Region such as Burlington, Dundas, Waterdown, Ancaster, Stoney Creek, Saltfleet and Grimsby are also indicated with a solid pattern, representing dense development including that of a residential character, and

- (b) extending along the major highways outward from the urban centres, described in paragraph (a) of this sub-section, a ribbon non-farm residential pattern that has developed for example - along Highway No. 8 easterly from Stoney Creek through the Townships of Saltfleet and North Grimsby to the easterly limit of the latter Township,

the wider spacing of the dots on Figure 9, each of which represents at least five dwelling units, in the Townships of Beverly, Glanford, Binbrook, South Grimsby and Caistor indicates the relatively low density of rural non-farm dwellings. A somewhat higher density of non-farm dwellings occurs in the rural parts of Burlington and in the Townships of East Flamborough, West Flamborough, Ancaster, Saltfleet and North Grimsby.

The latter areas have received relatively more non-farm dwelling development, in our opinion, because of their proximity to the City of Hamilton with its broad employment opportunities, proximity to major highways which provide excellent communications with the City of Hamilton, and the attraction of the landscape such as in the rural area of Burlington or the fruitbelt area of the Townships of Saltfleet or North Grimsby.

- (10) Figure 10 shows the general pattern of built-up areas within the proposed Metropolitan Wentworth Region. It has been prepared from Map 2, being the existing Land Use Map of The Hamilton-Burlington-Wentworth Local Government Review Data Book, with the West Lincoln Area being based on the land use shown in Figure 8 and brought up to date by means of the 1968 land use survey carried out for the Town of Grimsby and the Township of North Grimsby by J. M. Tomlinson and Associates Limited.
- (11) Figure 11 entitled "Municipal Boundary Histories and Location of Hamlets" is reproduced from Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book except that there has been added comparable data for the West Lincoln Area and also the location of Hamlets or unincorporated settlements throughout the proposed Metropolitan Wentworth Region and which Hamlets or unincorporated settlements have

populations as set out in Table 2.1. Figure 11, therefore, discloses the history of the boundaries for the existing Municipalities shown on Figure 12 as well as the locations of the said Hamlets and the rate of growth of the Hamlets as indicated by the Census of Canada is indicated in Table 2.1 for the five year period from 1956 to 1961.

- (12) Because of the close inter-relations between Land Use and highways and other forms of communications, the highway system in the entire Niagara Economic Region is shown in Figure 13 and the major roads or highways in the proposed Metropolitan Wentworth Region are also shown in Figure 14. Figure 15 shows the railways, ports and airports in the Niagara Economic Region and indicates the convergence of railways on Hamilton, the Port of the City of Hamilton and the airport at Mount Hope which are significant communication features within the recommended Region.

- (13) The Generalized Land Use Pattern described in Figure 8 for the existing Municipalities in the proposed Metropolitan Wentworth Region set forth in Figure 12, may be described, therefore, as follows,

(a) In respect of the Town of Burlington -

The major developed areas are situated between the north shore of Lake Ontario and the Queen

Elizabeth Way and between the north shore of Hamilton Harbour and Highway No. 403. These areas are predominantly residential although scattered industrial areas occur generally along the two lines of the Canadian National Railway which cross the Town of Burlington and on sites which face Highway No. 403 and the Queen Elizabeth Way. Most of the commercial development has taken place to the southeast of the latter two highways where there is proximity to the residential areas. The original commercial core of Burlington is the Brant Street business district which is located at the junction of the latter street and Highway No. 2 along the Lakefront about one mile to the east of the Burlington Beach strip. Other commercial areas were developed later such as at Aldershot, Longacres and Port Nelson. North of the Queen Elizabeth Way and west of Highway No. 25 (Guelph Line) an extensive residential area has been developed in recent years. The remainder of the Town contains several Hamlets, particularly in the Township of Nelson, such as Kilbride, Lowville, Cedar Springs, Nelson and Tansley which are predominantly residential as well as scattered residential development as shown in the existing Land Use Map being Map No. 2 of the

Hamilton-Burlington-Wentworth Local Government Review Data Book. Such scattered growth has occurred in the rural or agricultural areas of the Town of Burlington, and

(b) In respect of the City of Hamilton -

The City of Hamilton urban area extends for a distance of about nine miles from west to east and approximately four miles from north to south. The urban area has spread along the relatively flat plain lying between the Escarpment and the Harbour as referred to in Section 2(1) and Section 2 (2). The lower part of the City, below the Escarpment, contains the majority of the urban area of the City of Hamilton and almost all of its industrial land. The major industrial area of both the City of Hamilton and the proposed Metropolitan Wentworth Region lies along the south side of the Harbour for an east-west distance of about four miles, and extends southerly to varying depths of up to two miles (to Barton Street which is parallel to and south of the C.N.R.). Other smaller industrial areas are situated outside of the foregoing major area along the T.H. & B. Railway and near the junction of the Q.E.W. and Highway No. 20. The central business district of the City

of Hamilton is focussed on the junction of Highways No. 6 and 8 (King and James Streets), and this is the most extensive commercial area within the proposed Metropolitan Wentworth Region. Ribbon commercial development along certain major streets has occurred, such as King, Main, Barton, Ottawa and Kenilworth Streets. As shown on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, undeveloped areas remain below the Escarpment in the easterly section of the City near the boundaries of the Town of Stoney Creek and Township of Saltfleet. South of the Escarpment in the City of Hamilton the predominant use is residential which, as shown on the Existing Land Use Map being Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, extends southerly to Mohawk Road which appears to form the southerly limit of the continuously built-up area above the Escarpment. Certain extensions of residential uses have occurred, however, to the south of Mohawk Road, such as along Highway No. 6 (Upper James Street), and scattered residential growth together with extensive areas which remain undeveloped are shown on the said Map No. 2.

Commercial uses have located above the Escarpment along Highway No. 6, Concession Street and Fennell Avenue, and four relatively small industrial areas have developed as shown on the said Map No. 2, and

(c) In respect of the Town of Dundas -

With the exception of vacant areas in the southwest and northeast parts of the Municipality, the Town of Dundas is fairly continuously developed. The central business district is located along Highway No. 8 (King Street) and industrial areas are situated mainly in the northwesterly section of the Town. Residential uses predominate throughout the Town, and

(d) In respect of the Town of Stoney Creek -

As indicated by said Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, there is little vacant land remaining for development in Stoney Creek. The Town is predominantly residential, however, it has a commercial area along Highway No. 8 (King Street) and other commercial uses along Highway No. 20, and

(e) In respect of the Town of Grimsby -

Most of the land within the Town of Grimsby, as shown in Figure 10, is built-up although there are undeveloped sections in the northwesterly part of

the Town both to the north and south of the Queen Elizabeth Way. The central business district is situated along Highway No. 8 (Main Street) and there are industrial uses scattered along the C.N.R. which parallels the Queen Elizabeth Way, and

(f) In respect of the Village of Waterdown -

Except for an area in the southeasterly part of the Municipality, the Village of Waterdown is urbanized. As shown on said Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book the major use of land is residential but a commercial area or core is located along Highway No. 5 and in proximity to the residential development, and

(g) In respect of the Township of East Flamborough

The Township of East Flamborough is largely rural and contains rural Hamlets such as Mountsberg, Carlisle and Flamborough Centre as described on Figure 11 and Table 2.1. In the southerly part of the Township close to the Village of Waterdown are various residential areas, such as those along Highway No. 5 and other Concession Roads. Ribbon residential development has also occurred in the past in that part of the Township south of Carlisle, and

(h) In respect of the Township of West Flamborough -

The largest residential area of West Flamborough is the Grand Vista Gardens area lying to the west of Bullocks Corners as shown on Figure 11, however, there are other residential Hamlets in this predominantly rural Township such as Freelon, Millgrove, Greensville as shown on Figure 11 and many scattered residential areas as shown on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book. The commercial uses in the Township are mostly located along Highway No. 6. The major industrial use in the Township is the Canada Crushed and Cut Stone Company which operates along the Escarpment brow at Dundas and has its main quarries along Highway No. 5, and

(i) In respect of the Township of Beverly -

The Township of Beverly is mainly rural with a low density of non-farm population as indicated in Figure 9. Rural service centres are situated within the Township and the largest in terms of population are Lynden, Rockton, Sheffield, Troy and Westover as shown on Figure 11 and Table 2.1. the latter Hamlets also contain commercial uses although they are mainly residential as shown on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

(j) In respect of the Township of Ancaster -

The urbanized area of the Township of Ancaster extends generally along Highway No. 2 from its intersection with the easterly limit of the Township abutting the City of Hamilton almost to Duffs Corners which is the intersection of Highways No. 2 and 53. The irregular pattern of residential development was influenced by the topographical variations in this area as referred to in Section 2 (1) The commercial centre of Ancaster is situated along Highway No. 2 near the Mohawk Road and other commercial areas are also located along this same Highway. Outside the urban service area limit as shown on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, the Township is predominantly rural. The main rural service centres are Copetown, Jerseyville, Alberton, and Duffs Corners as shown on Figure 11. Some scattered non-farm residential growth has occurred throughout the Township as shown in Figure 9, and

(k) In respect of the Township of Glanford -

This Township is situated directly to the south of the City of Hamilton, it is predominantly rural but it has some area of ribbon residential development of a non-farm character. Such areas are

located mainly along Highway No. 6 and the Concession roads near the latter Highway. The major population centre is Mount Hope to the west of which is situated the only Airport in the proposed Region. Other Hamlet areas are Aldercrest Survey along Highway No. 6 and North Glanford which is also along Highway No. 6 as shown on Figure 11 and Table 2.1. Commercial uses are located mostly in Mount Hope, and

(1) In respect of the Township of Binbrook -

This Township, with its greater distance from the central area of the City of Hamilton than some other municipalities, has not experienced much rural non-farm development. The Township remains largely rural and contains, as shown in Figure 11 and Table 2.1, only the three Hamlets of Binbrook, Woodburn and Blackheath, the first of which contains almost all of the commercial development in the Township. Some ribbon residential growth has occurred, however, as shown on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

(m) In respect of the Township of Saltfleet -

This Township, with its flat lake plain area below the Escarpment and its excellent eastwest Highways (Queen Elizabeth Way, Highway No. 8 and Barton

Street), has attracted considerable residential development mainly below the Escarpment. Such development has occurred within registered plans of subdivision which are located in various areas of the Township below the Escarpment as well as along the major roads. Commercial uses are situated mainly along the Provincial Highways and considerable industrial development has occurred mainly along the Canadian National Railway lines. This Township holds great promise for considerable industrial expansion. Above the Escarpment the Township is predominantly rural, however, there are isolated subdivisions such as Leckie Park (1961 population 374) and rural Hamlets such as Elfrida, Tapleytown and Tweedside as shown on Figure 11 and Table 2.1. A major quarry operation is located near Highway No. 20 and scattered commercial uses are also found along this Highway as shown on said Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

(n) In respect of the Township of North Grimsby -

This Township, because of the alignment of the Escarpment in relation to Lake Ontario, the lake plain in the Township of North Grimsby is not as wide as in the Township of Saltfleet and the major Highways along the lake plain, the Queen Elizabeth

Way and Highway No. 8, are closer together and have influenced the pattern of urbanization below the Escarpment. Post-World War II housing areas have been developed both west and east of the Town of Grimsby which is the source of public water supply and which supply has been extended to much of the Township area below the Escarpment. Ribbon residential growth has occurred below the Escarpment where the density of farm dwellings is higher than above the Escarpment because of the smaller average size of the fruit farms below the Escarpment compared with the general farms above the Escarpment. The variations in such density are shown in Figure 49. The Commercial and industrial uses in the Township are found generally along the two major highways, however, together they constitute only 11% of the total equalized assessment of the said Township. The area above the Escarpment is predominantly rural but with some scattered non-farm housing as shown in Figure 9, and

(o) In respect of the Township of South Grimsby -

This Township is also predominantly rural in character. It is about the same distance from the centre of the proposed Metropolitan Wentworth Region as it is from the City of St. Catharines - about 20 miles from centre to centre. It is suggested, therefore, that this distance from the two major

centres of employment has been a main factor in the Township's low density of non-farm dwellings as indicated in Figures 9 and 49. The major Hamlet in the Township is Smithville (1961 population, 947) which is located along Highway No. 20 in the southeasterly section of the Township as shown on Figure 11 and Table 2.1, and

(p) In respect of the Township of Caistor -

The Township of Caistor remains predominantly rural and has been little affected by non-farm residential development as shown in Figures 9 and 49. The main Hamlets, as shown on Figure 11 and Table 2.1, are Caistor Centre, Caistorville and Attercliffe which are rural service centres for the surrounding agricultural area. We suggest and are advised that its distance from the major centres of employment is the major factor in its lack of urbanization or non-farm development.

HISTORY OF DEVELOPMENT OF THE METROPOLITAN WENTWORTH REGIONEarly Settlement

3. (1) It is the province of this part of the Brief to give a short historical sketch of the early history and development of the County of Wentworth, the County of Halton, the City of Hamilton and the County of Lincoln. The various Historical Works indicate, without question, that not only the Study Area but the whole of the proposed Metropolitan Wentworth Region was settled by United Empire Loyalists whose moving to the proposed region was precipitated eventually by the American Revolution (1776-1783) and which was aided, of course, by the proximity of the United States Border to this Region. The distance from the core of our proposed Region to the Niagara River at Queenston is approximately 50 miles so that large numbers of Loyalists who chose not to remain in the United States found the Niagara Peninsula a readily accessible area,
- (a) the trails along the lake plain of Lake Ontario led to such early sites of settlement as "The Forty" (now Grimsby) which commenced - for example in 1784 - at the crossing of the Forty Mile Creek. Since streams were necessary as sources of water power for the early mills settlement usually commenced at convenient sites along the streams in the Region where the trails and early roads crossed.

Examples of this process of site selection, in addition to Grimsby, are Dundas, Waterdown, Ancaster, Rockton, Stoney Creek and Smithville, and similarly since waterways, roads and railways were essential to trade routes it is an accepted fact in history that the Village of Wellington Square, now Burlington, was considered in 1817 a part of the Region's facilities at the head of the Lake.

- (b) The fact that land routes close to the Lakefront of Lake Ontario were forced to converge at the "Head of the Lake" has been an important factor in the original settlement (ca. 1813) and the subsequent growth of the Region which commenced at the meeting point of the trail from Niagara through the then Hamlet of Ancaster which toward the Thames River (The Detroit Path)¹ and the trail leading across the high level bar (now York Boulevard in the City of Hamilton as referred to in Section 3 (1) along the north shore of Burlington Bay toward York (now Toronto), and
- (c) after 1783, surveys were carried out under Crown authority to lay out the boundaries of Townships

¹ Ontario Dept. of Economics and Development, Economic Survey of the Niagara Region, 1963, p.3.

and Counties as indicated, in effect, by Figure 12. The Townships of East Flamborough and Nelson were surveyed roughly perpendicular to the north shore of Lake Ontario, while the Townships of West Flamborough, Beverly and Ancaster were aligned with the Governor's Road (Highway No. 99) and the westerly and southerly boundaries of the Townships of Beverly and Ancaster represented the limit of the lands granted to the Indians by Governor Haldimand in 1784, which lands bordered on the Grand River from Lake Erie to its source. The Townships of Barton, Glanford, Saltfleet, Binbrook and Grimsby were laid out roughly perpendicular to the south shore of Lake Ontario, while the survey of the Township of Caistor was aligned with the Indian Line which marked the northerly boundary of the aforementioned Indian Lands. It should be mentioned here that the Townships of North and South Grimsby were a single Township from January 1, 1850 but were separated in December 1882, and (d) from the head of Coote's Paradise (now Dundas), Governor Simcoe opened the first provincial highway in 1793 to reach the Thames River at the present site of Woodstock. Settlements such as Copetown and Lynden originated along this route which became Highway No. 99 in Wentworth County although the older road through Ancaster to Brantford (now

Highway No. 2) was more frequently used by the immigrants to this area of Upper Canada. The Hamilton and Port Dover Plank Road was opened between 1843 and 1845 and this provided a direct route between Hamilton and Lake Erie. Along the latter road began the settlements such as Mount Hope and Caledonia. Other roads which assisted in the development of this Region and other areas were constructed, some as toll roads at first, such as the road to Waterloo (now Highway No. 8) which commenced at the Town of Dundas and passed through the Townships of West Flamborough and Beverly. The Town of Dundas was also the terminus of the road to Guelph by which new settlers pushed their way inland and farmers brought their produce to Lake Ontario for transport to the markets, and (e) wharves were established along the Bay at the present location of Lasalle Park (Brown's Wharf) in the Town of Burlington as well as at the lower end of Brant Street along the Lakefront in the early part of the nineteenth century and they contributed to the prosperity of the early settlement of Burlington from 1810 to 1856.¹ With the opening of the Desjardins Canal through the high level bar into Dundas in 1837, the growth of Dundas as an inland port seemed assured. The construction of

¹ Ibid, p.25.

the first Welland Canal, however, between 1824 and 1830 Port Dalhousie on Lake Ontario to Port Robinson on the Welland River provided an improved means of water transportation between Lakes Ontario and Erie and also facilitated more rapid growth of Hamilton as a port with a naturally protected harbour. A second Welland Canal, built in 1845, provided a more convenient water route across the Niagara Peninsula, again assisting the growth of the City of Hamilton. However, cutting of the Burlington Beach Canal in 1832 across the Burlington Beach strip enabled the City of Hamilton to surpass its neighbouring centres of Dundas and Burlington as a port through the development of dock facilities because of the relatively level south shore of the Bay, and

- (f) as noted on page 1-3 of the Hamilton-Burlington-Wentworth Local Government Review Data Book, The Municipal Act of, 1849, commonly referred to as The Baldwin Act, was the first general act providing for the incorporation of municipalities. It created the basic municipal framework and which has continued, in effect, to the present day. We believe we should mention in order to assist in conveying the meaning of this brief historical description that
 - (i) the first territorial division affecting

Wentworth, of what is now Ontario, was made by proclamation, issued under the authority of an Act of the British Parliament, by Lord Dorchester, then Governor-General of Canada, July 24th, 1788. At this time Ontario formed part of the Province of Quebec, and was divided into four districts, viz: Lunenburg, Mechlinburgh, Nassau (of which Wentworth formed a part), and Nesse, and

- (ii) the Eighth Act of the Upper Canada Parliament (32 Geo. III., Chap. 8, Oct. 15, 1792,) continued these boundaries, but altered the names of the districts to Eastern, Midland, Home, and Western. They were subsequently extended and multiplied, with the following names: Bathurst, Gore, Home, London, Midland, Newcastle, Niagara and Western.

Wentworth was included in the District of Gore which was composed of the following Townships:

- (i) West Flamboro', and
- (ii) Ancaster, and
- (iii) Waterloo, and
- (iv) Beverly, and
- (v) Saltfleet, and
- (vi) Erin, and
- (vii) Nassagaweya, and

- (viii) Trafalgar, and
- (ix) Eramosa, and
- (x) Binbrook, and
- (xi) Dumfries, and
- (xii) Nelson, and
- (xiii) Esquesing, and
- (xiv) East Flamboro', and
- (xv) Grand River Tract, and
- (xvi) Nichol, and
- (xvii) Glanford, and
- (xviii) Barton, and
- (xix) Wilmot, and
- (xx) Woolwich, and
- (xxi) Guelph

containing in all 551,909 acres of land, and

- (g) when the different districts were broken up as described, the Counties of Wentworth and Halton formed one municipality. On the 14th of June, 1853, the County of Halton was separated from the County of Wentworth by Act of Parliament. This division has remained ever since.

thus as stated on page 1-3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, until 1853 the two Counties of Wentworth and Halton at the Head of the Lake were grouped together as the United Counties of Wentworth and Halton, and for a time the

County of Brant was included in this administrative structure. It should be mentioned that The Municipal Act of 1849 (Baldwin Act) had placed the Townships of East Flamborough and West Flamborough in the County of Halton. The three Counties were separated, however, by a Royal Proclamation in 1854, and the boundaries of the County boundaries were revised to incorporate the Townships of East and West Flamborough into the new County of Wentworth. This system or organization continued unchanged until 1959 when part of the Township of East Flamborough was annexed in the Town of Burlington by a decision of the Ontario Municipal Board. Thus, after certain alterations in the County boundaries affecting Wentworth, Halton and Brant were made in 1854, as noted on said page 1-3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, the said boundaries remained unchanged, in effect, until the 1958 annexation of the lower part of East Flamborough as shown on Map No. 1, of The Hamilton-Burlington-Wentworth Local Government Review Data Book by the Town of Burlington and the resulting transfer of jurisdiction over this annexed area from the County of Wentworth to the County of Halton. All of the Townships in the Study Area and the Township of Caistor were incorporated on January 1, 1850.

Growth of The City of Hamilton as an Industrial Centre

(2) The City of Hamilton developed as an Industrial Centre in that, among other things,

(a) the railroad era, which commenced in the said City in 1853 with the coming of the Great Western Railway which enabled the City to become a hub in the early rail network of Southern Ontario. The population of the City increased from 14,112 in 1851 to 26,716 in 1871¹, when it then accounted for more than 46% of the population of the City and County of Wentworth combined. By the late nineteenth century, hydro-electric power was being provided to Hamilton from DeCew Falls near St. Catharines. This provided an impetus to the industrial development along the Bayfront which was largely based on the manufacture of steel -- the City had the first blast furnace in Ontario. The development of the City's industrial base was a result of expansion of the industrial areas along the Bayfront and adjacent to the railroads which served the City, and, therefore, are not attributable to the City of itself, and

(b) as shown in Figure 16 "Population Trends and Forecast", the population growth of the City of Hamilton from 1871 to 1901 was relatively steady and reached

¹Census of 1871.

in that year 52,634. During the following 15 years the City's population doubled and by 1921 reached 114,151. Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book shows the areas that were annexed by the City of Hamilton from a total of six Townships within the County of Wentworth, that is, Barton, Ancaster, West Flamborough, East Flamborough, Saltfleet and Glanford. It will be noted that the entire Township of Barton was taken into the City as a result of a long series of annexations by the City commencing with the area taken from Barton Township when the City was incorporated and culminating with the January 1, 1960 annexation which also included parts of the Townships of Ancaster, Glanford and Saltfleet, as shown on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book and as set forth in Table 3.2 of this Brief and Table 1-1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book. The limits of the City, for the first 45 years (1846-1891) of its corporate history remained unchanged but

(i) the flat terrain along the south shore of the Bay, as referred to in Section 3 (2) provided ideal sites for industrial development, and

- (ii) the gradually rising terrain from the Bay to the base of the Escarpment was suited to residential and other development, and
- (iii) the meeting point of the road from Toronto (York Street) and the road to Detroit from Niagara (Highways 8 and 2) became the centre of development,

at first it appeared that the logical direction of the City's growth was toward the east because of the barrier created by the Chedoke Valley to the west. However, from 1891 to 1912, six annexations by the City, as indicated in Table 3.2 of this Brief and Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book advanced its limits to Kenilworth Avenue, a distance of about $2\frac{1}{2}$ miles easterly of the 1846 easterly limit of Wentworth Street. Westerly expansion of the limits of the City of Hamilton did not occur until the 1914 annexation by the City of 869 acres in the Westdale area as indicated in Table 3.2 of this Brief and on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and this westerly expansion was forestalled primarily because of the topographic barrier created by the valley of the Chedoke Creek west of Dundurn Street.

The Growth of the City of Hamilton Prior to World War I

- (3) The growth of the City of Hamilton prior to World War I in comparison with the surrounding municipalities must be examined and it is not considered necessary for the purpose of this Brief to examine the reasons for the varying rates of population growth in the proposed Metropolitan Wentworth Region, as shown in Figure 2. The essential fact is that the majority of the population increase in the proposed Region occurred in the City of Hamilton which was expanding its industrial base and developing a commercial function caused pressures on and influences over the whole of the proposed Metropolitan Wentworth Region, and in contrast to the substantial growth in population and territorial expansion of the City of Hamilton by 1915, as shown on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, the other urban centres of the proposed Metropolitan Wentworth Region experienced in this period less population growth and less territorial expansion, that is for example
- (a) the Town of Dundas, since its incorporation in 1847, did not extend its limits until 1951 and its population increased to 4,299 in 1911, growing slowly from then until World War II, and
 - (b) the Town of Burlington, which was incorporated as a Village in 1873 and achieved town status in 1914, annexed three relatively small sections of

Nelson Township in 1910 and 1915, as shown on said Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, In 1911 Burlington's population was 4,741 - the largest of the Towns in the proposed Metropolitan Wentworth Region, a position which it continues to hold today, and

- (c) the Town of Grimsby developed slowly after its incorporation as a Village in 1876, reaching a population in 1911 of 1,669 and growing very slowly until the 1950's as indicated in Table 2.1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and
- (d) Waterdown became a Village in 1879 and was very slow to develop, having only 756 people in 1911 and not reaching a population of 1,000 until World War II, and

the continued industrial growth of the City of Hamilton created a favourable employment demand in the City which attracted many immigrants from Great Britain and Europe. The opening up of the Prairie Provinces for agriculture in the early decades of this Century provided opportunities for rural farm families located in Ontario, many of whom moved to the West. The depopulation of the rural area of the proposed Metropolitan Wentworth Region as indicated by the population

statistics in Table 2-1 of The Hamilton-Burlington Wentworth Local Government Review Data Book was most evident in the Townships of Beverly, Binbrook, West Flamborough, Glanford and Caistor - all of which lost population between 1901 and 1931. The Township of Saltfleet, in contrast, showed consistent population increases after 1901, which was caused, in part, by the development of the area below the Escarpment for fruit farms which are smaller in average size than other types of farms, thereby resulting in a higher density of farm dwellings than in other rural areas where general farming was carried out. This growth of the fruit belt below the Escarpment and extending easterly from the Township of Saltfleet through the Township of North Grimsby contributed, among other things, to the creation of common interests between the two Townships.

THE GROWTH OF THE METROPOLITAN WENTWORTH
REGION FOLLOWING WORLD WAR I

- (4) Following World War I and the Great Depression
 - (a) in the case of the City of Hamilton,
 - (i) the industrial growth increased not of its own creation or volition but as a result of, among other things, the post-war market expansion and the improvements that were made to the Harbour facilities as well as to other transportation facilities,

such as the road systems and the Welland Canal, thus, as a result in large measure of contributions by external sources, and influences of external forces such as higher levels of Government outside and the attributes of the total Region. Further the City extended its limits through annexations during the 1920's easterly to Strathearne Avenue and as indicated on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book westerly to include a part of the Township of Ancaster below the Escarpment and which is known as West Hamilton, and southerly above the Escarpment to Fennell Avenue. The expansion by the City to the South was hindered by the barrier of the Escarpment which created difficulties for road construction up the scarp face and the provision of public utilities on the "Mountain", and

- (ii) after 1929 made no further boundary changes until 1943 as shown on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book. The Depression of the 1930's which seriously affected markets and employment through the whole Country

resulted in a substantial slowdown of industrial growth and population in the Region. As shown in Table 2-1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book the population of the Study Area shown in Figure 1 which increased as a percentage of the Province of Ontario from 3.82 in 1901 to 5.74 in 1931, did not keep pace with provincial growth during the 1930's and dropped slightly to 5.67 per cent of the Ontario population. The decennial rates of population growth for the City declined therefore between 1901 and 1931 from 55.8% (1901-1911) to 39.3% (1911-1921) to 36.3% (1921-1931) and to only 6.9% (1931-1941), and

POPULATION GROWTH AND OTHER DEVELOPMENT IN THE SUBURBAN MUNICIPALITIES OF THE METROPOLITAN WENTWORTH REGION

(5) The Second World War (1939-1945) brought vigorous industrial and economic rejuvenation not only to the City of Hamilton but in the proposed Metropolitan Wentworth Region,

(a) manufacturing, for example, in the City employed 45% (28,800 persons) in 1931 compared with 56% (41,400 persons) of the gainfully occupied in 1941.¹

¹ Census of Canada

Three industrial groups strongly dominated the manufacturing economy of the City, that is, iron and steel (60%) of manufacturing employed, electrical (17%), and textiles (15%) in 1944.¹ The industrial economy of the City in 1944 was so interlocked that the main industries supplied nearly 90% of the raw material requirements of the secondary industries² in the City and Region, and the economic expansion was associated with a sudden population growth within the Study Area described in Figure 1 when 65,588 persons were added between 1941 and 1951 compared with only 17,858 persons between 1931 and 1941, as indicated in Table 2-1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book..

Thus the economic expansion attracted 71% of the said Study Area's population growth during the decade from 1941 to 1951. During the next decade from 1951 to 1961, however, the City's share of the Study Area's population growth decreased markedly to 47% as suburban development in the said Study Area beyond the limits of the City gained, as indicated by Table 2-1 of The Hamilton-Burlington, Wentworth Local Government Review Data Book,

¹E. G. Faludi, Town Planning Consultants Limited, A Master Plan For the Development of The City of Hamilton, March, 1947, P.19.

²Ibid, p.19.

momentum despite the fact that the City during the period from 1943 to 1960 added to its area of about 16.8 square miles an area of approximately 32 square miles by a series of annexations as shown on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

- (b) the population lost by the Townships of Ancaster, Barton, Glanford, and Saltfleet through annexations to the City of Hamilton is not known with any certainty. However, notwithstanding this loss of population such Townships, with the exception of the Township of Barton which was annexed in its entirety to the City by 1960, all recorded population increases during the two decades from 1941 to 1961. The remaining Municipalities within the Metropolitan Wentworth Region also recorded increases in population during the latter two decades, as indicated in Table 2-1 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, with the two exceptions of the Township of Nelson which was completely annexed by the Town of Burlington in 1958, and the Township of East Flamborough which lost the southerly part of the Township comprising 6,200 acres to Burlington in 1958, and indicated on Map No. 1 of The Hamilton-Burlington-Wentworth Local Government Review Data

Book, and the population growth

- (i) of the County of Wentworth and the City of Hamilton together in 1921 was 78.1% urban while in 1951 it was 94.1% urban (using 1951 Census definition). According to 1956 Census definitions, the population of the County of Wentworth and City of Hamilton together were 97.0% urban in 1951 and 90.5% urban in 1966, as indicated in Table 2-6 of The Hamilton-Burlington-Wentworth Local Government Review Data Book. This apparent reduction in the urban percentage from 1951 to 1966 is related to the increase in the number and percentage of non-farm rural residents which increased from 3,352 (1.390) to 28,742 (7.390) during the period 1951 to 1966. Separate data is unavailable for the Town of Burlington, however, Halton County's population was 70.5% urban in 1951 and 93.4% in 1966, this rapid increase being in part the result of Burlington's annexation of Nelson Township and of part of East Flamborough Township in 1958 and Oakville's amalgamation with Trafalgar Township in 1962. Since the Dominion Bureau of Statistics definition of urban includes the population of all cities, towns

and villages of 1,000 and over, as indicated in Table 2-6 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, therefore, we suggest that such rapid increase in the case of Burlington is explained by this fact, that is, the rural population of the Townships became classified as urban when they became part of either the Town of Burlington or the Town of Oakville, and

- (ii) was, therefore, greatly in evidence in the urban centres outside of the City of Hamilton. When the population data is adjusted to conform to municipal limits as of 1961, as indicated in Table 2-3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, it is possible to obtain a proper comparison of the growth of such urban centres. The City of Hamilton's share of the population in the Study Area, described on Figure 1, dropped from 80.3% in 1951 to 66.4% in 1966, indicating, therefore, that the Municipalities outside the City of Hamilton and within the proposed Metropolitan Wentworth Region were developing and accounting

for a greater share of the population within the said Study Area, that is for example,

- (A) the Towns of Dundas, Stoney Creek and Burlington increased their share of the Study Area population from 10.2% in 1951 to 19.8% in 1966 with the Town of Burlington alone increasing its share from 6.7% to 14.7% but which increase is accounted for in part by the described 1958 annexations and amalgamations previously described, and
- (B) data for the Town of Grimsby is not adjusted for the two annexations in 1953 and 1956 from the Township of North Grimsby, however, the Town of Grimsby shows an increase of 139% in population from 1951 to 1966, and
- (C) the Townships within The Metropolitan Wentworth Region also experienced considerable growth with the exception of the Townships of Beverly, South Grimsby and Caistor which, primarily because of their greater distance from the major industrial core in relation to the other Municipalities, were not as much affected by suburban development, and

(c) the extent of the moving of people from one part of the Study Area described in Figure 1 to another part is shown in Table 2-5 of The Hamilton-Burlington-Wentworth Local Government Review Data Book. The degree of outward movement from the major industrial core, the City of Hamilton, to other Municipalities in the said Study Area is shown by the fact that of the 103,378 persons who moved from one place to another within the said Study Area between 1956 and 1961, a total of 18,343 persons or 17.8% moved from the City of Hamilton to one of the other Municipalities in the said Study Area. Those Municipalities receiving the largest shares of those who moved during this period of 1956 to 1961 were

- (i) the Town of Burlington (32.5%), and
- (ii) the Township of Saltfleet (22.1%, and
- (iii) the Township of Ancaster (13.0%),

this indicates the extent of movement from the City of Hamilton to the Town of Burlington and is further evidence of the close relationship or linkage between the two urban centres. Unfortunately the statistics given in Table 2-5 of The Hamilton-Burlington-Wentworth Local Government Review Data Book do not include the Town of Grimsby or the other three Municipalities of the West Lincoln Area which we urge and recommend

should be a part of The Metropolitan Wentworth Region, therefore, the extent of outward movement from the City of Hamilton to the West Lincoln Area is not known but is believed to be in excess of the percentage reflected for the Township of Saltfleet or 22%.

- (6) all of which indicates the overwhelming linkages of the Municipalities in the proposed Metropolitan Wentworth Region are on the basis of the following linkages described in this section,
- (a) early settlers, and
 - (b) extensive growth and development, and
 - (c) population growth.

GROWTH PROJECTIONS OF THE METROPOLITAN WENTWORTH REGIONGeneral

4. (1) In any attempt to determine future growth patterns and trends of the proposed Metropolitan Wentworth Region, it is necessary to analyze past development and growth and the present land use pattern of the said Region. The present pattern of Land Use in the said Region was examined in some detail in Section 2 while the Historical Development trends were examined in Section 3 of this Brief. These two aspects, that is, the present pattern of Land Use and the Historical Development of the Region are discussed together in this Section with a view to projecting the population of the proposed Region. The population projections contained in this Section have been based on a study of the population trends over the period since 1951. Assuming that the Regional Economy continues to expand at approximately the same rate, we have projected population increases for the proposed Metropolitan Wentworth Region similar to those in the last 15 to 20 years. We have then allocated the total increase according to current and future expected trends, that is, substantial but slowing rates of growth in the urbanized Municipalities, high rates of growth in the urbanizing areas at the fringe of the centres, and moderate growth until later years in the rural areas furthest from the centre or

core of the industrial Region. We are satisfied and we respectfully submit that our projections give a realistic indication of prospective population growth, particularly in the overall Region. We respectfully submit further that projected population in the rings of Municipalities outward from the industrial core or the City of Hamilton is realistic in that it represents a continuation of past growth trends in the respective Local Municipalities.

Past Population Growth Trends - The Metropolitan Wentworth Region

- (2) The total population of The Metropolitan Wentworth Region has grown fairly evenly since 1951 as shown in Table 4.1. We respectfully suggest that the lower rate of growth in 1961 to 1966 is probably due to the falling birth rate, but, using an arithmetic projection, we project a continuing rate of population increase for the proposed Region of 60,000 persons every five years.

Future Population Growth Trends - The Metropolitan Wentworth Region

- (3) On the basis of the assumptions we have described in this section the projected population of the proposed Metropolitan Wentworth Region
 - (a) is set out in Table 4.2 and Figure 16. This projection was compared with prospects for urban growth outlined in the Fourth Annual Review of the Economic Council of Canada (Page 190). The

Council expects a group of six Metropolitan areas, that is, Winnipeg, Ottawa, Hamilton, Quebec City, Edmonton and Calgary, to have a total population of 3.6 million by 1980. If this proposed Region maintains even the same proportion of population growth of the six Metropolitan Areas, that is 17.3% and the four Lincoln Municipalities at a higher rate of growth that is 51% which we are advised is a reasonable reflection in Table 4.2, the estimate for the proposed Metropolitan Wentworth Region is about 651,000 in 1980 or approximately the same as the 1981 population set out in Table 4.2. The projections shown on Figure 16 are considerably higher for 1981 than Table 4.2. The difference in these projections lies in the fact that the calculation in Figure 16 assumed a constant rate of increase of 3.1 per cent per annum throughout the proposed Metropolitan Wentworth Region. We believe that the lower projection may be more realistic but we believe and are advised that the population of the proposed Metropolitan Wentworth Region could be in the year 1991 within the range of 767,400 to 994,021 as set out in the said Figure 16. Table 4.3 shows, assuming, among other things as indicated, a

continuance of the same Municipal governmental structures and boundaries, as well as table 4.4,

- (i) the allocation of the population increase among the existing Municipalities of the proposed Metropolitan Wentworth Region for five-year periods between 1951 and 1966 and as estimated for five-year periods between 1966 and 1991, and
- (ii) that, as in the past, the urban and urbanizing Municipalities will account for the largest portion of the increase in population. In this respect, the City of Hamilton, the Town of Burlington, the Town of Stoney Creek, the Town of Grimsby, the Township of Saltfleet and the Township of North Grimsby, all of which should be, we submit, as will be recommended in this Brief, the new Borough of Stoney Creek - Grimsby, are expected to increase by 48,800 persons or 82% of the total increase in the five-year period between 1966 and 1971.

Population Growth Trends - The Metroplitan Wentworth Region Conclusions

- (4) Thus we must conclude on the basis of the past development and future projections that the proposed Metropolitan Wentworth Region

- (a) is an urban centred region composed of
 - (i) two major urban Municipalities comprised of the City of Hamilton and the Town of Burlington, and
 - (ii) the adjoining urban centres of the Town of Dundas and Stoney Creek, and
 - (iii) the adjoining urban areas of the Townships of Saltfleet, Ancaster and parts of East and West Flamborough, and
 - (iv) rural Municipalities on the fringe, and
- (b) that the existing pattern as described in paragraph (a) of this sub section will be reinforced in the future as the populations of the Municipalities or communities outside the major industrial core, the City of Hamilton, increase more rapidly than both the major industrial core and the more remote rural Municipalities, and
- (c) that, because the urban Municipalities or communities outside the major industrial core, the City of Hamilton, are increasing at a more rapid rate, they will account for an increasing percentage of the total population of the proposed Metropolitan Wentworth Region. This aspect will be discussed later in this Brief.

Future Land Use Projections - The Metropolitan Wentworth Region -
Conclusions

- (5) The Existing Land Use within the proposed Metropolitan Wentworth Region is described in Section 2 and is illustrated on Map No. 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book and on Figure 8 of this Brief. The projected Generalized Land Use is shown on Map No. 3 of The Hamilton-Burlington Wentworth Local Government Review Data Book and on Figure 17 of this Brief. Although the sources of Map No. 3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book are varied, as noted in Appendix B of the said Data Book, and since no data was provided by or for the City of Hamilton in this respect and since the City of Hamilton, we are advised, indicated it has no such projection, we have indicated on Figure 17, for the assistance of the Commission, the general extent of the projected built-up areas including the City of Hamilton and the West Lincoln Area, based on a continuation of past trends in development and the serviceability of areas as indicated in Figures 19 and 20. For the purposes of this Brief, we respectfully submit that it is not necessary to prepare detailed maps for Future Land Use but only such maps will indicate, in general, the pattern and type of Land Use which is now anticipated or projected. It is

not possible, as your Commission knows, without much more comprehensive studies of the proposed Metropolitan Wentworth Region, which would be required, in effect, for the preparation of a Regional Official Plan, to be more precise about the timing or staging of the development indicated in Map No. 3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book or on Figure 17. We respectfully suggest assuming the same form of Municipal structures and the current boundaries, that the projected Land Use indicates,

- (a) development in the vacant areas of the City of Hamilton, essentially above the Escarpment in the Mountain Area and in the easterly part of the City below the Escarpment but also including new development along the Harbour frontage as shown in Figure 18 which indicates development as proposed by the Hamilton Harbour Commissioners and provides further evidence of the need for the land areas which encircle the whole Harbour to be included within and governed by the Regional Council of the Two-Tier Regional Government for the Metropolitan Region of Wentworth which we will discuss later in this Brief, and

- (b) infilling and a major northwesterly extension of the present urban area in the Town of Burlington, resulting in industrial areas to the north and south of the Queen Elizabeth Way and Highway No. 403 and residential areas that extend to the northwest of Highway No. 5 as indicated approximately by the Urban Service Area line on Map No. 3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and
- (c) infilling in the existing partly urbanized area of the Township of Ancaster and extensions of urban areas generally within the Urban Service Area line on said Map No. 3, resulting in urban development occurring between the present westerly limits of the City of Hamilton above the Escarpment and the present built-up area of the Township of Ancaster in the vicinity of Highway No. 403, and
- (d) infilling in the Town of Dundas of the relatively few vacant areas in the southwest and northeasterly sections, and
- (e) a major urban development in the southwesterly section of Saltfleet Township west of Highway No. 20 and Elfrida with possibly a southerly extension into the Township of Binbrook in the area which is within the Urban Service Area line, and

- (f) infilling and new growth throughout the areas of the Townships of Saltfleet and North Grimsby lying below or northerly of the Escarpment along the Lake plain, and including the development of the vacant areas in the Town of Stoney Creek and the Town of Grimsby which are proposed for complete urban development, and
- (g) consolidation and minor extensions of existing built-up settlements such as the Village of Waterdown, and the Hamlets of Carlisle, Greensville, Rockton, Sheffield, Lynden, Jerseyville, North Glanford, Mount Hope, Binbrook, Woodburn, Tapleytown, Grassie, Smithville and other much smaller Hamlets, and
- (h) a continuation of the rural character of the majority of the land within the proposed Metropolitan Wentworth Region but outside the limits of the built-up area shown in Figure 17.

WATER AND SEWER MUNICIPAL SERVICES - THE METROPOLITAN WENTWORTH
REGION

General

5. (1) In considering the extent to which the boundaries of the proposed Metropolitan Wentworth region should be carried along the indented shoreline of Lake Ontario it was of considerable importance and we did consider the interrelation of the Present and Future Land Use Pattern with both the water supply source and the receiving body for sewage effluent and the effect of the latter on the former. The extent and scale of the services presently provided by each Municipality in Metropolitan Wentworth vary considerably but variations in the level of services provided reflect, in part, not only the differences in the type of development which has occurred in each Municipality but the wishes of the people and their desire, in part, for diversification. The more urbanized the Municipality the greater is likely to be not only the range of services provided but the demand for services. We respectfully suggest that a Municipality which has retained its rural or agricultural character has less need and less demand for a scale of services similar to that expected or required in an urban area. We respectfully suggest further that the proposed Metropolitan Wentworth Region is unique in that it has a landlocked water area with only one canal discharge

point to Lake Ontario. This body of water known as Hamilton Harbour and Cootes Paradise provides a collector basin for both storm and sanitary drainage effluents from the existing Municipalities of Hamilton, Ancaster, Dundas, West Flamborough, East Flamborough, Waterdown and Burlington. Thus the matter is regional in its scope but not regionally controlled. We respectfully suggest location or access was never intended to and should not mean "A Monopoly of what Nature or God has provided". We submit that the present servicing pattern in the proposed Metropolitan Wentworth Region supports conclusively Regional boundaries not less than those proposed in Figures 2 and 3, in that,

- (a) on the Northeast boundary, the refineries in the area adjoining the northeasterly boundary of the Town of Burlington, together with the Bronte Creek, provide what may be described as "natural servicing boundaries" since these industries have their own sewage and industrial waste effluent facilities, and
- (b) the preliminary studies completed by the Ontario Water Resources Commission in the Grimsby and Saltfleet Township areas, the sewerage system proposals include an area sewage treatment plant which would service up to the Clinton Township Boundary. This system would parallel, therefore, the intermunicipal water supply and the water supply systems which already

exist among the Town of Grimsby and the Townships of North Grimsby and Saltfleet, thus, it can be said that the present and proposed water and sewage systems serve to further strengthen the interrelationships within the proposed Metropolitan Wentworth Region and support the validity of the Northeasterly and the Southeasterly boundaries of the said Region as proposed and possibly, as previously indicated, the Southerly boundary to and including the Grand River and the whole of Caledonia, "Drainage" is not the only criteria applicable to a Region. Although we acknowledge it is one criteria that should be considered, nevertheless, we submit, as has been indicated in Studies and Works on Metropolitan Government it must be considered and weighed in the light of all other criteria thus, we submit, a Region or Metropolitan may be comprised of more than one Drainage Area for example the City of Hamilton is comprised of seven Drainage Areas as indicated in Map No. 5 of the City of Hamilton's Submissions to The Hamilton-Burlington-Wentworth Local Government Review Commission. Is one then to apply only the drainage criteria in establishing a Region? We respectfully suggest such is not the case but points up the fallacy of the principle. This will be discussed in further detail later in this Brief.

Water Service Areas - The Metropolitan Wentworth Region

- (2) In respect of the existing Water Service Areas,

- (a) a number of Municipalities in The Metropolitan Wentworth Region, as proposed, have the basic services of water and sewerage systems. The areas serviced by these Municipalities are set out in Figure 19. Most of these systems are either directly or indirectly tied to Lake Ontario. The systems are the water supply systems developed by the Towns of Burlington, Dundas, Stoney Creek and Grimsby and the City of Hamilton. Only the smaller systems operated by the Village of Waterdown and the Townships of Ancaster and Caistor, obtain their supply of water from sources other than Lake Ontario. The systems which directly or indirectly obtain their water from Lake Ontario are divided into three major services which depend on water intake and purification facilities in the following Municipalities:
- (i) The Town of Burlington, and
 - (ii) The City of Hamilton, and
 - (iii) the Town of Grimsby, and
- (b) the Town of Burlington maintains and operates an independent system which serves only the Town of Burlington. However, as discussed later in this Brief, the Town's system, we are advised, does not have the capacity to and would have to be redesigned, therefore, if it were requested to accommodate or sell

water to the Village of Waterdown and the southern part of East Flamborough - which have been integral parts of the County of Wentworth for approximately 100 years when an Act of Parliament separated them from the County of Halton. The City of Hamilton has displayed, in some respects, inter-Municipal co-operation in that it has sold or sells water to the Town of Dundas, the Town of Stoney Creek and part of the Township of Saltfleet. The Town of Grimsby has displayed a similar sense of inter-municipal co-operation in that it sells water to the existing urban development in the Township of North Grimsby and part of the Township of Saltfleet. The Municipalities of Ancaster and Waterdown obtain their water supply from wells. The wells, particularly those supplying the Village of Waterdown, are adequate, we are advised, on the basis of the present rate of growth of 20 persons per year to serve 4 times the present population. Thus the water facilities are obviously adequate for many years to come. In the case of the Township of Ancaster, we are advised, that the well supply and the distribution system are adequate to serve 18,000 people and should, therefore, provide adequate service over a projected period of 10 to 15 years. The Distribution System

for Ancaster is we are advised adequate for a population of 35,000 but, we are advised a water supply to meet a population of 35,000 would have to be obtained from Lake Ontario which we are advised is at least 15 to 20 years in the future. If and when urban development so requires the water supply for Ancaster and Waterdown would have to come from Lake Ontario and undoubtedly the Metropolitan Council would be then established and have the power to extend the necessary facilities. We should state the need for close co-ordination in the planning and development of this basic utility is particularly evident in the water supply systems which presently serve the Town of Grimsby, Township of North Grimsby and part of the Township of Saltfleet, and the system which serves the City of Hamilton, the Towns of Dundas and Stoney Creek, and part of the Township of Saltfleet. Co-operation between Ancaster and Hamilton and between Waterdown and Burlington will become necessary when the wells in Ancaster and Waterdown fail to adequately fulfill the demand of an increasing population which, as has been stated, are adequate for years to come.

Existing Sewer Service Areas - The Metropolitan Wentworth Region

(3) In respect of the Existing Sewerage Systems, the concern

for adequate treatment of municipal sewage will have important consequences in the future pattern of urbanization in The Metropolitan Wentworth Region since urban development is generally confined to the serviceable areas of the Region. In Metropolitan Wentworth this concern has had the effect, with only minor exceptions, of confining urban development to the portion of the Region lying in close proximity to Lake Ontario or the Hamilton Harbour. This pattern is revealed in Figure 20 which shows the areas of The Metropolitan Wentworth Region which have sewerage collection and treatment facilities. There are six major service areas in Metropolitan Wentworth as set out in Figure 20 none of which are connected to any sanitary sewerage system outside The Metropolitan Wentworth Region. The six major existing sewer service areas are as follows:

- (i) The City of Hamilton which includes the Town of Stoney Creek and parts of the Township of Saltfleet, and
- (ii) The Town of Burlington, and
- (iii) The Town of Dundas, and
- (iv) The Town of Grimsby, and
- (v) The Village of Waterdown, and
- (vi) The Township of North Grimsby comprising the Grimsby Beach area located along the Lakefront, the Northeast part of the Township and an area in the westerly part of the Township as shown in

Figure 20, and
it is interesting to note, with the exception of the
system serving the Village of Waterdown that all of the
systems serving the above areas discharge their effluent
directly into Lake Ontario, Cootes Paradise, or the
Hamilton Harbour.

The Future Sewer Service Areas,

- (4) In respect of the Future Sewer Service Areas,
 - (a) the Urban Service Limit delineated on Figure 20 reflects both the Future Land Use Pattern and the close dependence on Lake Ontario as a source of water and as a receiving body of water which can adequately dilute the sewage effluent. The delineated Urban Service Limit establishes an area which extends back from the shoreline of Lake Ontario to include that portion of Metropolitan Wentworth with Natural Surface Drainage to Lake Ontario. Within the limit of urban servicing in the Metropolitan Wentworth area, major sewerage areas which could be effectively established at the Regional Level or Metropolitan Level may be generally described as follows:
 - (i) Burlington-Waterdown-East Flamborough, and
 - (ii) Dundas-Ancaster-West Flamborough, and
 - (iii) Hamilton-Stoney Creek-Saltfleet, and
 - (iv) Saltfleet-North Grimsby, and
 - (v) North Grimsby-Grimsby, and

it is expected that existing sewage treatment plants discharging directly into Lake Ontario can be expanded to accommodate the increased urbanization within their respective tributary areas. It should be stated here, and we are advised that the Village of Waterdown is presently self-contained with respect to its urban services, particularly sanitary sewers and watermains and can develop from its present 2000 population to a 3000 population without difficulty. However it is anticipated that when development so demands services beyond the projected population capacity that such services will then be controlled, designed and extended at the level of the Regional or Metropolitan Wentworth Council. We suggest in respect of East Flamborough that because of its rural character it should be permitted to continue to develop slowly and is best suited to govern and determine the needs of the area until it is demonstrated otherwise and the character of the area is altered, and

- (b) provided extensions are made to the treatment plant located on the Beach Strip, that plant could collect and treat all the sewage collected within the service limit in Burlington from Oakville to Highway No. 6 and including Waterdown and the portion of the

Township of East Flamborough as shown in Figure 20 as an extension of the area which can be supplied within the Urban Service Limits. However such a need is not only conditioned on extensions to the treatment plant but replacement of the sanitary sewers in Aldershot before such services could be extended to the parts of the Village of Waterdown and the Township of East Flamborough with the Urban Service Limit, and

- (c) with the construction of a new sewage treatment plant along the north shore of Cootes Paradise, these could service from Dundas through regional trunk sewer collectors the greater portion of the Township of Ancaster, all of the Town of Dundas and portions of the Township of West Flamborough to the extent of the servicing limit, as well as a portion of the Township of East Flamborough as shown on Figure 7 which area drains westerly and southerly towards the Town of Dundas, and
- (d) through the sewage treatment plant, in the City of Hamilton all sewage in the Urban Service Limit could be collected and treated on the extension of trunk facilities so as to service the westerly part of the Township of Saltfleet being the area west of Glover's Road and below the Escarpment. There already exists an arrangement between the City of Hamilton and the

Town of Stoney Creek whereby such services are extended to the Town, and

- (e) a fourth major sanitary sewerage area would be serviced by a new sewage treatment plant and collector system as proposed in the Report prepared under authority of the Ontario Water Resources Commission¹ which would service the easterly part of the Township of Saltfleet and the westerly part of the Township of North Grimsby comprising the West Grimsby Watershed as shown on Figure 47. This is based on the Sears Report prepared for the Ontario Water Resources Commission in 1966. This sewage treatment plant would be discharging directly into Lake Ontario, and
- (f) under the preliminary plan prepared for the Ontario Water Resources Commission² the Town of Grimsby's system and treatment plant would be enlarged in three stages³ to more adequately treat the effluent from the Town and to allow an extension of the system to serve the part of Township of North Grimsby comprising the Grimsby and East Grimsby Watersheds as shown on Figure 47.

(5) We respectfully submit

(a) that the present and emerging sanitary sewerage

¹ Ontario Water Resources Commission; County of Lincoln Sewerage and Sewage Treatment Programme; November, 1966, Page 5.

² Ibid

³ Ibid P.9

service pattern in The Metropolitan Wentworth Region as set out in this section provides support for the control of sewerage systems at the Regional or Metropolitan level of government, and

- (b) that the said pattern of sewerage service supports the inclusion of the Town of Burlington and the West Lincoln Area in The Metropolitan Wentworth Region.

APPLICATION TO THE METROPOLITAN WENTWORTH
REGION OF THE CRITERIA OF THE ONTARIO
COMMITTEE ON TAXATION, 1967, (SMITH REPORT)
AND THE ADDITIONAL CRITERIA PRESCRIBED BY
THE HONOURABLE MINISTER OF MUNICIPAL AFFAIRS.

General

6. (1) The Metropolitan Wentworth Region, as shown in Figures 2 and 3, is supported by the five criteria set forth in the Report of the Smith Committee ¹ (hereinafter called the "Smith Report" and the three additional criteria prescribed by The Honourable Minister of Municipal Affairs in the "Guidelines for Regional Government" which were presented to the Legislature of Ontario on December 2, 1968.

Community Criterion - The Metropolitan Wentworth Region

- (2) The "Community Criterion" as set forth in the Smith Report is as follows:

"A governmental region should possess to a reasonable degree a combination of historical, geographical, economic and sociological characteristics such that some sense of community already exists and shows promise of further development subsequent to the creation of the region". ¹

¹

Report of the Ontario Committee on Taxation, Vol. II, chapter 23 paragraph 60, page 515.

We submit that The Metropolitan Wentworth Region, as shown in Figures 2 and 3, is supported by the Community Criterion. For the purpose of clarity our application of this criterion is divided into four parts which deal with the four characteristics referred to in the Smith Report as constituting, in effect, the "Community Criterion", that is the historical, geographical, economic and sociological characteristics. In respect of,

(a) the Historical Characteristics -

Section 3 of this Brief outlines the History of the Development of The Metropolitan Wentworth Region and, therefore, in this paragraph we respectfully set forth, an outline of the main Historical factors set forth in Section 3 of this Brief which, in our opinion, give the proposed Region an identity and community of interest which have developed over a period which we respectfully suggest not less than at least 150 years in most instances,

- (i) the proximity of the Region to the United States and the existence of early trails from Niagara to Detroit and Toronto which passed through this Region aided in the settlement of the proposed Region by

United Empire Loyalists who are the common ancestors of our total proposed Region and who favoured the Region not only with bonds of loyalty and tradition that continue to this day but fought for and obtained for this Region the "Bulwark of Democracy" in Local Self-Government with all the ties for Local allegiance and autonomy, and

- (ii) the convergence of trails or roads at the westerly end of Lake Ontario, referred to in general as the "Head of the Lake", gave the Region a strategic focal point for development of the City of Hamilton; and similar the Town of Burlington which originated at about the same time at the junction of the road from Niagara which crossed the Burlington Beach strip and the road from Detroit to Toronto which subsequently became Highway No. 2, and
- (iii) the southerly boundary of the Region which adjoins the Counties of Brant and Haldimand is the original boundary of the lands in the aforementioned Counties which were granted to the Indians by Governor Haldimand in 1784, which lands bordered the Grand

- River from its mouth to its source, and
- (iv) the settlement of sites located at advantageous points where roads crossed over creeks with sufficient flow for providing power for mills was common in the proposed Region, such sites, for example, becoming the present settlements of Grimsby, Dundas, Waterdown, Ancaster, Rockton, Stoney Creek and Smithville, and
 - (v) the development of the early road system throughout the proposed Region and the growth of agriculture as the land was cleared provided opportunities for the growth of rural service centres such as Copetown in the Township of Ancaster, Lynden, in the Township of Beverly, Mount Hope in the Township of Glanford, Binbrook in the Township of Binbrook and Caistorville in the Township of Caistor and many others, and
 - (vi) the strategic importance of the sheltered harbour at the "Head of the Lake" was a significant factor in the establishment of wharves on both the north and south sides of the Harbour for the transshipment of lumber, grain and other products, and

- (vii) the opening of the Welland Canal through the Niagara Peninsula and the Burlington Beach Canal through the Burlington Beach strip in the 1830's enabled the settlement of Hamilton to develop important dock facilities on the south shore of the Harbour and establish the beginnings of an industrial economic base, and which resulted in rapid growth for the City of Hamilton and the surrounding urban areas,
- (viii) the coming of railroads and hydro-electric power during the second half of the nineteenth century provided an impetus to the industrial growth of the proposed Region and in particular the development of the steel industry which became the backbone of the economic base of the City of Hamilton, and
- (ix) the industrial development along the south shore of the Harbour, the growth of residential and commercial areas, together with the lack of effective planning controls and the lack of inter-municipal powers and co-operation, the City either on request or on its initiative expanded its own boundaries

by annexing, as indicated, the whole or parts of various Townships in the County of Wentworth, and

- (x) in contrast to the aforementioned economic and territorial expansion of the City of Hamilton, other urban centres within the proposed Region, such as the Towns of Burlington, Dundas, Stoney Creek and Grimsby and the Village of Waterdown showed much slower growth until after the Second World War because of the City of Hamilton's more favourable base as a result of "steel" economic and its vying and competing for new industries for its expanding limits, and
- (xi) the interrelationship between the City of Hamilton and the rural areas was evident during the period of rural depopulation from 1901 to 1931 when many people left farms in the rural area and moved into the City of Hamilton and other urban centres to take employment and become part of the urban labour force during the period of industrial growth. This process of the migration of farm or rural persons into urban employment centres such as Hamilton cannot be supported

- factually in this region because of the absence of the necessary data; however, it is generally considered by economists and geographers to be a factor in the loss of rural population and the gains in urban population in this period, and
- (xii) the growth of the City of Hamilton through annexations of parts of Wentworth County was evident during the relatively prosperous period of the 1920's when the City limits were extended to the west, east and south. From 1929 to 1943, however, there were no annexations by the City since this was the period of the Depression when markets suffered and the population growth of the City declined to 6.9% for the period 1931 to 1941 compared with 36.3% during the previous decade, and
- (xiii) the economic expansion and population growth following World War II was reflected in the industrial development in the City of Hamilton and its attraction of 71% of the Study Area's population increase from 1941 to 1951. Further annexations by the City commenced in 1943, resulting in almost a

tripling of its 1942 area to approximately 49 square miles by 1960. Despite such enlargement of its territory, the City's share of the population growth in the Study Area from 1951 to 1961 declined to 47% as the outward suburban movement and development affected particularly those municipalities closest to Hamilton such as Burlington, Dundas, Stoney Creek, Waterdown and the Townships of East Flamborough, West Flamborough, Ancaster, Glanford, Saltfleet and North Grimsby, and

- (xiv) the extent of urban growth is shown in the comparison between 1921 when the City of Hamilton and Wentworth County were 78.1% urban and 1966 when they were 90.5% urban. Non-farm rural population also increased six-fold from 1951 to 1966 in the County of Wentworth and the 1961 distribution of non-farm dwellings throughout the proposed Metropolitan Wentworth Region is shown in Figure 9. Since the density of non-farm dwellings decreases generally with distance from the City of Hamilton, it may be

assumed, quite logically, that the non-farm dwellers were predominantly linked with Hamilton for employment, and

- (xv) a further indicator of the economic relationships within the Study area is the extent of persons moving from one part of the Area to another. From 1956 to 1961, almost 18% of the movers were from Hamilton to one of the other municipalities in the Study Area; and of these almost one-third moved to Burlington

shows the Historical Background to the settlement of the "Head of the Lake", the development of the City of Hamilton as the major urban centre of the proposed Metropolitan Region, the territorial expansion of the City into Wentworth County through a series of annexations, the growth of the Towns and Hamlets and of non-farm residential and the development in the predominantly rural Townships, and the extent of relocation of residents from the City of Hamilton to other municipalities within the proposed Region. We respectfully submit, therefore, the historical settlement and subsequent development of the proposed Region show that there is a common history

and that with the postwar suburban growth, which involved a greater separation between one's home and one's work, the historical ties within the proposed Region have been strengthened rather than weakened, and

(b) Geographical Characteristics -

in the broadest sense, the geographical characteristics of a region include both the physical or natural factors as well as the human or man-made factors which combine to produce the present landscape and settlement pattern of the region. Thus in the proposed Region, Hamilton Harbour, the Escarpment, the Queen Elizabeth Way and municipal boundaries are all matters of geographical significance. Geographical factors may also include the delineation of natural regions such as watersheds, or regions of economic interaction such as trade areas. We respectfully submit that the discussion of such geographical factors is necessary in this Brief in order to show their relevance in respect of the proposed Regional boundary for governmental purposes. Section 2 of this Brief included a geographical analysis of the proposed Region. For the purpose of this paragraph (b), we will set forth those

geographical factors which we considered relevant to the delineation of the boundary of the proposed Region and to the concept that the area so delineated is satisfactory as a governmental region from a geographical viewpoint. The following geographical factors are, therefore, considered relevant and material for the purposes described.

- (i) the proposed Region being at the westerly end of Lake Ontario contains a unique natural Harbour which is formed by the presence of a Beach Bar that extends from the north to the south shore of the Lake for a distance of about $4\frac{1}{2}$ miles. This Beach also provides an excellent transportation link between the north and south shores of the Lake in this location. A second high-level Beach Bar at the westerly end of the Harbour is also important as a transportation route for Provincial Highways No's. 2, 6 and 403, and
- (ii) a section of the Niagara Escarpment extends through the proposed Region at varying distances from the shoreline of Lake Ontario, thereby giving the Region a scarp face which separates the low lying

plain along the Lakefront from the upper area which is locally referred to as the "Mountain", and

- (iii) the plain lying below the Escarpment and extending to the Harbour and Lake Ontario is most significant for the proposed Region since it contains most of the present built-up area and is expected to become more developed in the future as shown in Figure 10. It extends along the Lakefront from the northeasterly boundary to the southeasterly boundary of the proposed Region and is important also as a location for major transportation routes as shown in Figures 4 and 14. The presence of this Lake Plain, therefore, is a unifying geographical feature for the proposed region, and
- (iv) the series of morainic ridges lying above the Escarpment and extending from the Town of Burlington through East and West Flamborough Townships, and from the Ancaster village area through the City of Hamilton and the Townships of Glanford, Binbrook, Saltfleet, North Grimsby and South Grimsby provide unifying physiographic features

within the proposed Region, and

- (v) the extensive limestone plain in the northerly part of the County of Wentworth and the northwesterly section of the Town of Burlington gives physical unity to this part of the proposed Region. In Contrast to the latter area is the moraine area which lies to the west and southwest of the Town of Dundas and which provides interesting and diversified landforms, thus contributing to the variety and diversification of physiographic types found in the proposed Region, and
- (vi) the southerly section of the proposed Region is characterized by the very extensive Haldimand clay plain which is associated with a general and dairy farming area, and
- (vii) the Escarpment which was referred to in sub-paragraph (ii) of this paragraph, provides a unique physiographic division through the proposed Region which separates the lake plain area from the extensive upper area above the Escarpment, thus contributing to the wide range in elevation from 247 feet

A.S.L. to over 1,100 feet A.S.L. within the proposed Region. The topography of the proposed Region, however, is such that extensive areas from Lake Ontario to above the Escarpment drain naturally toward the Lake, thereby facilitating eventual servicing with **sewerage** systems, as represented by the Urban Service Area line shown on Maps 2, 3 and 4 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, and

- (viii) from the viewpoint of the "Geographical Pattern of Land Use and Development of the proposed Region, there is a band of settlement or built-up area located in arc-like fashion along the Lakefront and around the westerly end of Lake Ontario, the deepest part of this band extending for a distance of about six miles to the south of the Harbour front in the City of Hamilton, and
- (ix) as a part of the well-known "Golden Horseshoe" Area of Southern Ontario, the urbanized band along the Lakefront focusses on the City of Hamilton as the major urban centre of the proposed Region. Its strategic position at the Head of the Lake

- gives the proposed Region a significant focus for transportation and communication facilities, with nine Provincial Highways passing through the proposed Region and aiding in its growth and development, and
- (x) the outward growth from the urbanized areas of the proposed Region of non-farm dwellings into the rural areas of the proposed Region is shown in Figure 9. The extent of such non-farm development, throughout the rural areas provides an example of the impact of such development upon areas that had for many years remained almost entirely rural. The encroachment of urban-type uses into the rural area also points up the necessity for both the urban and the surrounding rural areas to be included together in the proposed Region, and
- (xi) as described in Section 2 of this Brief, the Municipalities comprising the proposed Region are urbanized, or developed for urban uses, below the Escarpment to varying degrees. In the City of Hamilton and the Towns of Dundas and Stoney Creek, the areas below the Escarpment are almost completely Urbanized, but in the Town of Burlington, there is

considerable vacant land below the Escarpment which can be developed and the existing urbanized areas are for the most part situated between the Lake or Harbour and the Queen Elizabeth Way or Highway No. 403. The Land Use of the area adjacent to the Burlington-Oakville boundary is discussed in detail later in this Brief and provides one of the factors on which this part of the boundary of the proposed Region was determined. The parts of Townships of Saltfleet and North Grimsby lying below the Escarpment have also been partly urbanized, although there are extensive areas still undeveloped. Within the Town of Grimsby, there is a minor amount of vacant land **available** for urban growth, and

- (xii) Section 2 also reviews the extent of urban development above the Escarpment in the proposed Region. The major urbanized areas above the Escarpment are in the City of Hamilton extending in general southerly to the Mohawk Road, the developed area around the historic settlement of Ancaster and the Village of Waterdown. Other areas of development above the Escarpment are such

Hamlets as Carlisle, Greensville, Rockton, Sheffield, Lynden, Jerseyville, Mount Hope, Binbrook, Elfrida, Woodburn, Smithville and Caistorville. As noted in Section 2 most of these Hamlets are rural service centres for the surrounding agricultural area, however, those which are in close proximity to the urban areas of the proposed Region are receiving some non-farm rural dwellings, such as for example, Carlisle, Clappison's Corners, North Glanford and Grimsby Beach. Other Hamlets, as shown in Table 2.1, are surveys or registered plans of subdivision which have mostly developed since 1945 and are found at scattered locations. Some surveys reflect the former lack of adequate planning controls in Municipalities, such as the Township of West Flamborough, and on the basis of projected growth trends and their distance from established communities or urban areas may prevent them from receiving urban utilities for some time, and

(xiii) it will be noted that the boundary of the proposed Metropolitan Wentworth Region for the most part passes through a rural area, as shown in Figures 9 and 10, and also in

the Projected Land Use Map which is Figure 17. This is discussed at greater length in Sections 9, 10, 11 and 12 in which there are various factors set forth in support of the boundaries of the proposed Region, and the preceding subparagraphs (i) to (xiii), inclusive, set forth the various geographic factors, both Physical and Land Use, which when taken in composite, as follows support the proposed Region,

- (A) a combination of diversified but unifying physical elements such as the Hamilton Harbour, the Escarpment, the morainic ridges, the Lake plain, the Limestone Plain, the Clay Plain and Drainage Areas which facilitate future urban expansion, and
- (B) a network of roads and means of communication which focus on the Head of the Lake and which have assisted in the growth and urbanization of the proposed Region in

particular below the Escarpment along the Lake plain but also above the Escarpment especially at Hamilton, Ancaster and Waterdown, and

- (C) in contrast to the urban area referred to in clause (B) of this sub-paragraph (xiii), an extensive rural and predominantly agricultural area which remains an important use of land within the Region and which forms a hinterland to the urban centres of the proposed Region, and

(c) Economic Characteristics

- (i) we have shown in paragraph (a) of this subsection that many economic factors and linkages were significant in the historical development of the "Head of the Lake". In the remainder of this paragraph, therefore, we will examine in more detail the economic linkages which, we believe and are advised, are evident at the present time in the proposed Metropolitan Wentworth Region, and
- (ii) Table 6.1 presents a profile of the Regional Economy in terms of the occupational distribution of the residents. (The 1961 census figures are the most recent available). A comparison with 1951 figures in Table 6.1 shows several consistent trends in the distribution,
 - (A) the decreasing proportions of production workers, labourers and transportation and communications workers, and
 - (b) the increasing proportions of service and recreation, and managerial, professional and technical occupations, and
- (iii) the occupational distribution in the overall Region fairly well matches the distribution

over all of urban Ontario. The main difference is the concentration of production workers and smaller proportions of managerial, professional, technical and clerical workers which results from the predominance of manufacturing in the region. A considerable degree of specialization also occurs among the Municipalities within the proposed region. The City of Hamilton has much larger percentages of production workers, labourers, and service and recreation workers, while the Town of Burlington and the other Municipalities have larger shares of the managerial, professional, and technical occupations. These differences are reflected in the average family incomes among the Municipalities as shown in Table 6.2, and

- (iv) the central City of Hamilton with large concentrations of lower income groups - production workers, labourers, and service workers - has a much lower average income than the other Municipalities, such as the Town of Burlington, where the more highly-paid persons tend to live. The concentration of managerial professional, technical workers in the fringe areas

- has tended to arise from at least three factors - the lack of industrial jobs in these areas, the greater ability of these higher-income workers to commute, and housing policies which favour expensive homes which can pay for their own services without the assistance of taxes from industries, and
- (v) it should be noted that the census occupation distribution indicates where the labour force lives and not where it works. The large amount of commuter movement among the Municipalities in the proposed region and central Hamilton has been well documented in Figures 22, 23, and 24 and in Sections 7 and 12 of this Brief and gives an indication on where people work and where they live, and
- (vi) the best information available on the distribution of places of employment is the distribution of industrial and commercial assessment among the municipalities. Table 6.3 shows the degree to which the industrial assessment especially, but also the commercial assessment, is concentrated in the City of Hamilton. While the City contains 64% of the area's population, it contains 85% of the industrial assessment

and 77% of the commercial assessment. On the other hand, the Town of Burlington with 14.3% of the population has 8.6% of the industrial and 9.8% of the commercial assessment. The remaining areas have 21.8% of the population, 6.1% of the industrial assessment and 13.4% of the commercial assessment.

These figures show the large degree to which jobs are concentrated in the City of Hamilton and account for the heavy commuter movement to work in the City of Hamilton, and

(vii) the very high investment in commercial facilities indicates the City of Hamilton's role as the Regional Shopping Centre for the Metropolitan Wentworth Region. Table 6.3 shows that the City's commercial assessment per capita is \$1,675 compared with a range of \$348-\$1,421 in all the other area municipalities. The Town of Burlington's commercial assessment per capita is \$965, and

(viii) the relationship is also shown in an analysis of retail sales (Table 6.4). The average retail sales per capita over the whole Region, as proposed, were \$996. The Sales per capita in the City of Hamilton were \$1,143 compared to

a low in the Town of Burlington \$857.

This suggests that a significant proportion of the Town of Burlington residents shop in the City of Hamilton, particularly taking into account the difference in average income noted in Table 6.2 as between the Town of Burlington and the City of Hamilton, and

- (ix) these regional shopping patterns are confirmed by the several conducted traffic studies which will be discussed in this Brief, and
- (x) Table 6.5 indicates the degree to which new industrial plants and major additions are now being built in the City of Hamilton and the surrounding Municipalities, and
- (xi) between 1960 and 1967 the proposed Metropolitan Wentworth Region has gained 456 new plants and additions or 8.7% of the new industrial facilities in Ontario. This compares with 470 or 8.9% of the Ontario total in Peel-Halton (excluding Burlington) and 1194 or 22.7% in Metropolitan Toronto. Within the proposed Metropolitan Wentworth Region, the City of Hamilton has accounted for 65% of the new plants and expansions, and the Town of Burlington 25%, and

(xii) these new plants and additions, however, range considerably in size so that it is difficult to compare the overall growth. Table 6.6 shows the growth of industrial-commercial assessment in the City of Hamilton and the Town of Burlington between 1957 and 1967. The annual growth of the industrial-commercial assessment has been particularly strong in the Town of Burlington, with a median rate of 8.2% per year, whereas in the City of Hamilton the median growth rate has been 3.5%. However, as a proportion of the total assessment, the industrial assessment in the Town of Burlington has only increased from 9.2% in 1959 to 10.7% in 1967 and the industrial-commercial total increased only from 21.6% to 23.2% between the same years. In the City of Hamilton the industrial-commercial proportion has decreased from 49.6% in 1959 to 47.0% in 1967. At these rates of change, it is very obvious, that it would take an extremely long time for the Town of Burlington to rival the City of Hamilton in the importance of its industrial sector or until its industrial-commercial ratio approaches anywhere near the "ideal" ratio of 40/60, and

- (d) other factors which we submit are related to and support the proposed Metropolitan Wentworth Region, are as follows:
- (i) the Dominion Bureau of Statistics defines the Area as including all of the Municipalities in the County of Wentworth and the Town of Burlington as shown in Figure 27, and
 - (ii) the Ontario Department of Economics and Development in its Economic Survey of the Niagara Region (1963) and "Niagara 1966" includes Burlington in its analyses of Hamilton-Wentworth Area, and
 - (iii) the Audit Bureau of Circulation for daily newspapers includes the proposed Region within the retail zone for the Hamilton Spectator. Figure 26 shows the area served by the Hamilton Spectator in a 1953 study by H. J. Peart, and
 - (iv) the Financial Post Survey of Markets includes the Town of Burlington in the Metropolitan Region (1968/69 Survey of Markets), and
 - (v) the retail trade delivery area of a Hamilton Department Store includes the entire urbanized area from east of the Burlington-Oakville limit to east of the easterly limit of North Grimsby

Township, and southerly to Hagersville as shown in Figure 26, and

- (vi) the Canada Manpower Centre in the City of Hamilton includes all of the proposed Metropolitan Wentworth Region within the area it serves except the rural areas in the most northerly parts of the Town of Burlington and the Townships of East Flamborough and Beverly as shown in Figure 27, and
 - (vii) the Hamilton Area Transportation Study included all of the City of Hamilton, the Town of Burlington and the County of Wentworth in the Study Area. The Metro Toronto and Region Transportation Study includes Burlington in the same unit for study purposes as Hamilton, whereas Oakville is amongst the "Fringe" area of Metro Toronto as indicated in Figure 21 which is reproduced from Figure 27 on Page 37 of MTARTS first Report, 1966, and
- the foregoing shows that the proposed Metropolitan Wentworth Region is an integrated, highly inter-dependent area of specialized communities with a very special history and purpose. The City of Hamilton is the major urban centre and is heavily industrialized. The major urban centre does provide to the proposed region a centre for employment, shopping facilities, higher education and certain cultural and recreational facilities.

The Towns of Burlington, Dundas, Stoney Creek, Grimsby and the Township of Saltfleet are urbanized areas and although mainly residential, though they do provide community shopping facilities, employment through industry, cultural, educational and recreational facilities that they desire. The outer ring of largely rural Municipalities is linked to the City and to the other urbanized areas for shopping and other facilities on an equal basis with the urban residents. The large Metropolitan centres, in Canada and other Countries, have become by far the fastest growth points. At the same time, changes are occurring within these Metropolitan centres. As the pressures of such urban development or growth are extended, various forces are inducing reforms and greater decentralization. With strong population growth around sub-centres on the fringes, the sub-centres can and will eventually support, as experience has already proven, strong shopping centres and other facilities - this trend also includes the decentralization of industrial development. These changes are occurring in the proposed Metropolitan Wentworth Region but, we suggest that such changes and pressures should not be permitted, as has occurred in the United States and other Countries, to destroy in its path the history, traditions, cultures and community characteristics

that are not only a source of pride in each Community but were fought for, won and passed on to us by the Founders of these Communities in the proposed Metropolitan Wentworth Region.

(e) Sociological Characteristics

- (i) we have reviewed the historical, geographical and economic characteristics of the proposed Region. It is our respectful contention that these characteristics support the delineation of the proposed Region. The sociological characteristics in the proposed Region are less tangible aspects than the described characteristics we have already dealt with by reason of the fact that sociology deals with human behaviour and the interaction amongst people, including the aspects of group behaviour and the characteristics of "society" as a social concept. There is a paucity of sociological studies for the area within the proposed Region. Some social problems have been discussed in the Mann Report on the Town of Burlington,¹ however, there are no similar studies for comparative purposes for other Communities. In any case, the purpose of the Mann Report was "to examine the human and societal problems of a Community under-

¹

The Canadian Council of Churches; Satellite City by the Skyway, April, 1967.

going rapid change and to develop more effective methods of coping with those problems through community resources."¹

Since the problems referred to concerned those such as marital, family life, youth, education, the church, etc., it was considered that the specific purpose of the Mann Report was such that it would not be adequate for the purpose of this Brief.

- (ii) Sociological characteristics may be reflected, in a general manner, by average family incomes which we have described in Table 6.2. Such averages are indicative of the range in family income found in the proposed Region. The City of Hamilton, as indicated, has the lowest average family income in the Census Metropolitan Area (\$5,651) while the Town of Burlington has the highest (\$7,634). It should be noted, however, that Table 6.2 also shows that similar variations in average family incomes occur between the City of Toronto and its fringe areas as occur between the City of Hamilton and its fringe areas. Such income averages reflect

¹ Ibid, p.1

the occupational characteristics of the workers. The lower paid occupational groups such as labourers tend to be located in the major industrial centre such as the City of Hamilton while the higher paid occupational groups such as the managerial and professional persons tend to be found in the fringe areas including such centres as Dundas and Burlington. Table 6.1, as previously discussed, indicates the occupational breakdown for certain municipalities in the proposed Region. This data confirms that the City of Hamilton's largest single occupational group is the craftsmen and production workers while the Town of Burlington's is the managerial, professional and technical, and

- (iii) certain factors affecting the umland or trade area are also related to the social or cultural influences of the major industrial centre over the proposed Region. The area served by the Hamilton Spectator as shown in Figure 26 is an important indicator of the relationship of the daily newspaper with both the trade area of the City of Hamilton and its social or cultural influence on the area served, it is our respectful submission that differences in occupation and income,

and possibly related sociological differences, are not in themselves sufficient justification for the establishment of the boundary of the proposed Metropolitan Wentworth Region but it is reasonable that an urban-centred Region and its hinterland will have a varied occupational structure, a range of income levels, and associated social and cultural differences and diversification rather than uniformity sought for "Bureaucracy". It is our respectful submission that these elements of differences and diversity contribute to the strength and vitality of the proposed Region and will serve to solidify popular participation in the "Community" which, we suggest, not only already exists in the proposed Region but is jealously guarded with great pride by the respective Communities as being by law and by history their heritage and their right as participants in a Democracy.

Balance Criterion - The Metropolitan
Wentworth Region

- (3) The "Balance Criterion" as set forth in the Smith Report is as follows:

"A Region should be so structured that diverse interests within its boundaries are reasonably balanced and give promise of remaining so in the foreseeable future".¹

We respectfully submit

- (a) that the proposed Metropolitan Wentworth Region fulfills this Criterion as shown in a number of Sections in this Brief, in that, the proposed Region is comprised of urbanized communities with urban oriented interest which are growth-oriented and are surrounded by rural communities which not only produce a balance of interests but brings together within its boundaries diverse industries, and
- (b) that the proposed Metropolitan Wentworth Region is an integrated, highly interdependent area of very specialized Communities of great historical backgrounds and traditions. The Central city is heavily industrialized and serves the Region as the centre for employment, shopping facilities and certain higher education and cultural institutions. The other urbanized centres, although of a residential character, they do have adequate shopping facilities and developing industries which serve as important centres. The outer ring of largely rural Municipalities are dependent in the main on the urbanized centres for specialized shopping and other specialized facilities.

¹ Report of the Ontario Committee on Taxation, p. 515

Financial Criterion -- The Metropolitan Wentworth Region

- (4) The "Financial Criterion" as set forth in the Smith Report is as follows:

"Every Region should possess an adequate tax base, such that it will have the capacity to achieve substantial service equalization through its own tax resources, thereby reducing and simplifying the provincial task of evening out local fiscal disparities."¹

We respectfully submit,

- (a) that one of the main objectives in combining Municipalities into a Metropolitan Area or Region is or should be to distribute more equitably the commercial-industrial tax base and hence the ability to pay for necessary services. The proposed Region contained estimated equalized taxable assessment of \$3,396,841,000 in 1967 which was comprised of 37.8% industrial-commercial assessment and which represents a per capita equalized assessment of \$7,287. These figures are compared in Table 6.7 with similar figures for the two adjoining Regions of Peel-Halton and Niagara as discussed by The Honourable Minister of Municipal Affairs in his announcements of January 22 and 23, 1969, and

¹ Ibid. p. 515

(b) that in a combination of Municipalities, such as that included in the proposed Metropolitan Wentworth Region it is inevitable that the financial ability to pay for necessary services particularly those of a regional nature, will be enhanced in some Municipalities and correspondingly reduced in other areas. Table 6.8 shows the distribution of population and assessment in the existing Municipalities comprising the proposed Metropolitan Wentworth Region. An examination of the assessment ratios in each of the existing Municipalities of the proposed Metropolitan Wentworth Region, as shown in Table 6.8 indicates the high proportion of industrial-commercial assessment in the City of Hamilton compared with any of the other Municipalities in the proposed Region. In this respect almost 47% of the City of Hamilton's assessment is commercial-industrial, compared to the next highest ratio of 29% in Saltfleet and South Grimsby Townships and 25% in Waterdown and Grimsby and about 22% in the Town of Burlington. As indicated in Table 6.8 half of the existing Municipalities in the proposed Region have a commercial-industrial assessment ratio of over 20%, and

- (c) that the City of Hamilton and the other Municipalities of the County of Wentworth have a commercial-industrial assessment which would be about 41.4% of the total assessment. The inclusion of the West Lincoln Area and the the Town of Burlington, both of which have very low ratio - 18.6 and 22.9% respectively - lowers the ratio of industrial-commercial assessment for the proposed Metropolitan Wentworth Region to 37.8%. We submit, therefore, that though the inclusion of the Town of Burlington and the four Lincoln Municipalities reduces the proportion below the 40% supposed ideal, it remains close enough to 40% to assure within the meaning of the "Financial Criterion" a viable tax base for the whole of the proposed Metropolitan Wentworth Region, and
- (d) that a comparison of the rankings of the existing Municipalities within the proposed Region by their commercial-industrial assessment ratios and by equalized taxable assessment per capita indicates that a high commercial-industrial ratio is not the only way of achieving a high per capita assessment. Although the City of Hamilton does have the highest per capita assessment - \$ 7,710 - Burlington has the second

highest - \$7,213. We respectfully suggest this is achieved by a very selective form of residential development with generally expensive homes. However, the averages for the proposed Region show that the proposed Region will achieve a higher per capita assessment for all of the Municipalities except the City of Hamilton as the average in the proposed Metropolitan Wentworth Region would be \$7,287. per capita, and

- (e) that the affect of the Formation of the proposed Metropolitan Wentworth Region on the Fiscal Status of the said Region as shown in Table 6.9 in that the tax levies per capita and per \$1000 of equalized assessment shown in Table 6.9, indicate the wide range of the tax rates among the existing Municipalities. In some cases, these reflect differences in levels of service as between the requirements of urban, suburban, and rural development. In other cases, the different rates reflect the inequity of the tax base. Except for the Townships of Caistor and South Grimsby, which have remarkably low school rates, the other Municipalities in the proposed Region have school levies per \$1000 equalized assessment ranging from \$8.60 in the Township of Binbrook to \$11.98 in the Township of West Flamborough

The City of Hamilton's rate is \$9.48 and the average for all of the Municipalities in the proposed Metropolitan Wentworth Region is \$9.89. The general levy per \$1000 equalized assessment varies more widely. The City of Hamilton has by far the highest general rate at \$13.68. The other urban centres range from \$9.57 in the Town of Stoney Creek to \$12.80 in the Village of Waterdown; the most urbanized Townships - Saltfleet, Ancaster and North Grimsby - have rates between \$8.14 and \$9.05; the remaining Townships range from \$4.73 (Beverly) to \$7.75 (Caistor), except for South Grimsby where the rate is \$10.48, and

(f) that, on the basis of the powers proposed in this Brief to be allocated to the Council of the Metropolitan Corporation of Wentworth and the proposed Local Units, an attempt was made to determine the fiscal affects of the new system. In so doing Table 6-10, entitled "Net Expenditures per \$1,000 of Equalized Assessment - 1966" in the Hamilton-Burlington Wentworth Local Government Review Data Book was used and adjusted to include the West Lincoln Area. The assumption underlying this analysis is that under the general system, as proposed in this Brief, the total expenditures

could be basically the same, but re-distributed between the Two-Tiers of the proposed Municipal Government. It does not account for savings due to larger scale administration, nor for duplication of some support services at the two levels of Government as proposed. These figures are also based on the assumption, for obvious reasons, in facilitating the calculation and reflection of costs, that, those powers taken over by the Council of the Metropolitan Wentworth Region would be paid for by an equal rate on all the taxable assessment, which should not be the case, particularly where the Regional or Metropolitan urban service is not desired or needed for example by the Rural Municipality. That is, we wish to emphasize, that it is our submission that urban costs should not be imposed on a rural environment by even the Regional or Metropolitan Council. Thus, on the described basis, the cost of these regional services were estimated as set out in Table 6.9. The estimated Total Expenditure of \$45,734,200 on regional services as shown in Table 6.9 represents a major step in equalizing tax rates throughout the proposed Metropolitan Wentworth Region by making the Regional or Metropolitan Council responsible for regional services and hence a significant proportion,

approximately 60%, of the total expenditures in the proposed Region (expenditures by both the Region and Local Municipalities) would be collected from the entire Region in an equalized manner, and

(g) that the estimated lower per capita assessment in the proposed Metropolitan Wentworth Region in comparison with the Regional Municipality of Peel-Halton, as set forth in Table 6.7, is offset by the larger tax base and the substantially higher proportion of industrial and commercial assessment in the proposed Metropolitan Wentworth Region.

In respect of the proposed Region of Lincoln-Welland it will be noted from Table 6.7 that the proposed Metropolitan Wentworth Region has both a higher tax base and per capita equalized assessment. A further and more detailed discussion of the affect of the proposed Metropolitan Wentworth Region on the bax base and fiscal status of the existing and proposed local Municipalities in the proposed Metropolitan Wentworth Region is set forth later in this Brief.

Functional Criterion - The
Metropolitan Wentworth Region

- (5) The "Functional Criterion" as set forth in the Smith Report is as follows:

"Every Region should be so constituted that it has the capacity to perform those functions that confer region-wide benefits with the greatest possible efficiency, efficiency being understood in terms of economies of scale, specialization and the application of modern technology." ¹

We respectfully submit that we have so far established,

- (a) that the combined Municipalities in the proposed Metropolitan Wentworth Region have a tax base
 - (i) which compares favourably with the tax base of the proposed adjoining regions, and
 - (ii) which on a regional basis will be in a position to provide for a more equitable distribution of facilities as a result of combining the total resources of the proposed Region, and
- (b) that the proposed Metropolitan Wentworth Region has strong linkages
 - (i) in terms of community of interest, and
 - (ii) in terms of physical inter-relationships, and
 - (iii) in terms of the history, early settlers and of development,

thus the conclusion must be drawn even at this

¹

Ibid, p. 515

point of the application of the Criteria that there is an unquestionably strong and conclusive case supporting the formation of the Metropolitan Wentworth Region, as proposed in this Brief because, among other things, the tax base of the proposed Metropolitan Wentworth Region is sufficient to support the regional services, and because regional services, we are advised, could be provided more efficiently through the proposed Metropolitan Council of the proposed Metropolitan Wentworth Region. Through the proposed Region, we believe, there could be realized the economies of scale, specialization and the application of modern technology of an increased tax and population base, because it is believed that the Council of the proposed Metropolitan Wentworth Region could, among other things, in exercising its regional or Metropolitan powers, reduce the duplication in area-wide services presently provided and administered by sixteen Local Municipalities, and reduce the competition (i.e. for industrial assessment) that presently exists among Local Municipalities of the Metropolitan Wentworth Region by the Regional or Metropolitan Council being responsible only for all matters connected with those services of direct benefit to the whole of the proposed

Metropolitan Wentworth Region, and, in addition, of course the development and implementation of a region-wide land use plan which would improve long-range planning within the whole of the proposed Metropolitan Wentworth Region, and thereby provide a context for the planning and development of all Local Municipalities.

Co-operation Criterion -
The Metropolitan
Wentworth Region

- (6) The "Co-operation Criterion" as set forth in the Smith Report is as follows:

"Regions should be so delineated and their governments so organized that the co-operative discharge of certain functions can readily become an integral part of their overall responsibility". 1

We respectfully submit that the proposed Metropolitan Wentworth Region has already displayed some inter-Municipal co-operation on essential services and we believe our proposed Region would facilitate a natural course of co-operation, however, we believe also that the proposed Metropolitan Wentworth Region,

1

Ibid, p. 515

- (a) would minimize the need for inter-regional arrangements by establishing the boundary of the proposed Region at a location where there is
 - (i) no need for inter-regional arrangements in respect of basic municipal utility systems (water supply and sanitary sewage systems), and
 - (ii) less possibility of inter-regional conflicts in respect of Land Use and development policies as previously described in Section 4 of this Brief, and
- (b) would improve, therefore, the possibility of arriving at acceptable inter-regional arrangements in respect of the certain necessary and unavoidable inter-regional services involving the discharge of functions such as conservation and road programmes by making the Metropolitan Wentworth Council responsible for inter-regional services and thereby reducing the number of Municipalities that might be involved in an inter-regional arrangement.

Application of the Additional Criteria as Prescribed by The Honourable Minister of Municipal Affairs in the "Guidelines for Regional Government" which were presented to the Legislature of Ontario on December 2, 1968.

General

- (7) In his statement to the Legislature on December 2, 1968¹ The Hon. W. Darcy McKeough outlined three additional criteria which were accepted as part of the "Guidelines" for the design of regional governments and which are discussed in this subsection. These criteria are as follows:
- (a) Community Participation and Acceptability, and
 - (b) Boundaries usable by other Institutions, and
 - (c) where there are two tiers of Government within a region, both tiers should be designed with the same criteria.

Community Participation and Acceptability in the Proposed Region

- (8) We respectfully submit
- (a) that there is Community Participation on the part of the Municipalities and many groups within the Municipalities affected by the Hamilton-Burlington-Wentworth Local Government Review. This opinion is based, among other things, on the fact that many Municipalities and organizations within and in the vicinity of the Study Area have submitted briefs

to the Review Commission, most of which favour a restructuring of local government in the Study Area. However, some of the Briefs submitted to the Commission are not in agreement on the external boundary of the proposed Metropolitan Wentworth Region, for example, in respect of the Town of Burlington, the westerly boundary of the Study Area, and the Caledonia Area, all of which will be discussed later in this Brief, and

- (b) that the acceptability of a reorganization in Local government can only be determined when the Review Commission's recommendations have been made public and/or the Provincial Government presents its proposals in respect of proposed Metropolitan Wentworth Region. We believe and respectfully submit, however, that the proposals contained in this Brief are based on a comprehensive and objective study of the whole of the proposed Metropolitan Wentworth Region and, as a consequence, we trust it will find, a reasonable degree of acceptance throughout the whole of the proposed Region. We should state in respect of the remark we have made

"based on a comprehensive and objective study"

that the studies on which the proposals in this Brief are based were carried out by expert advisors without any interference or limitations or restrictions being

imposed by any Local Government or any elected person. Thus we can without any equivocation state that the proposals in this Brief, we believe, are objective and without political or other bias and, therefore, have been prepared as thoroughly as possible in order to not only assist the Commission and the Government of Ontario but in the interests of the people of the whole Region.

The Boundaries being Usable by Other Institutions
in the Proposed Region,

- (9) (a) we are of the opinion that the boundaries of the proposed Region are suitable for use by other institutions because
- (i) in establishing the boundaries of the proposed Region we have retained present Local Municipal boundaries in all cases in establishing the boundary of the Region and consequently those services formerly provided on a municipal basis would not require inter-regional agreements in the future, and
- (ii) the boundaries of service regions, which are based on combinations of existing municipalities, for example, education and health etc. can be altered¹ to correspond to the new regional boundary, and
- (b) where inter-regional co-operation is required, such

The dislocational effect of including parts of Halton and Lincoln Counties must not be seen as an argument for retaining the present County boundaries. The Hon. W. Darcy McKeough, Minister of Municipal Affairs, has stated that regional government "will probably involve many departures from the existing set of county boundaries" (address to the Association of Ontario Counties, Stratford, Ontario, October 28th, 1968).

as in the case of special purpose bodies (i.e. conservation authorities) and certain services (i.e. major roads) we are of the opinion that such co-operation can be achieved and that the allocation of responsibility for inter-regional services to the Council of the Metropolitan Corporation of Wentworth will assist in achieving the necessary co-operation, and

Where there are two-tiers of Government within a Region both Tiers should be Designed with the Same Criteria -

(10) being the third criteria, is dealt with later in this Brief as it concerns the design of the lower tier or local governments within the proposed Metropolitan Wentworth Region.

Size of the Proposed Metropolitan Wentworth Region

(11) The size of the proposed Region is such that it comprises a population of 466,120 persons, as shown in Table 6.8, which exceeds the minimum population objective for regional governments of at least 150,000 to 200,000 persons¹, as prescribed in The Honourable Minister of Municipal Affairs "Guidelines for Regional Government". The proposed Metropolitan Wentworth Region has a larger population and with the exception of the Niagara Region, a smaller area than any of the regions set out in Table 6.11

1

Ibid, P. 3

which indicates that "access" which is by the people of the proposed Region should be fairly well balanced with "service" by the regional government, in comparison with the existing and proposed regions set out in Table 6.11. We submit that the size therefore, in indicating access being balanced with service is consistent with the philosophy of a Region expressed by the Smith Report, where it is stated at p.509 of Ch. 23 as follows:

"We believe that a viable scheme of regional government can only be devised through conscious recognition of the two most basic objectives of local government - access and service."

Shape of the Proposed Metropolitan Wentworth Region

(12) The shape of the proposed Region we have discussed and dealt with in Sections 2, 3, 4 and 6 of this Brief, and it is our respectful contention that the proposed Metropolitan Wentworth Region is an "urban-centred region", and which we have established, previously as indicated, does comply with the "shape characteristic" as described by The Honourable Minister of Municipal Affairs on page 4 of the "Guidelines" where he states as follows:

"The shape of a Regional Government will depend ultimately on the nature of the area we define as appropriate for Regional Government purposes.

The definition of the appropriate regional complex entails some significant decisions.

Most important, should we, as implied in the Smith Report, sharply distinguish between rural and urban areas or should we try to combine rural and urban within one region?

The Government proposes that Regional Government must be viewed in terms of the urban-centred region. By this I mean that the region will cover the major urban centres and the surrounding areas which together share social, economic and physical services.

We accept this definition of the Region. The old distinction between urban and rural interests is breaking down -- rural and urban attitudes are moving closer together all the time. In earlier times when transportation was primitive and economic activity was on a small scale, we could think of Ontario as a series of small self-contained communities divided into two identifiable societies, -- city and country. Each of these societies had its own values and aims.

Now, however, we are one society where some live in big communities and others live in towns, villages or rural areas. But our aims -- the education we seek for our children and the services we expect from our Governments -- in other words, -- the quality of life we all strive for -- is not so different regardless of the type of community we live in.

Another reason for accepting the urban-centred region is a trend which I have already mentioned. There is a great common sharing of services between rural and urban Ontario. I refer to a sharing of services not only at the municipal level, but also hospitals, schools, commercial services, employment and a variety of other activities.

Because of this emerging community of interest, the shape our Regional Governments will take covers the urban centre and its rural hinterland, both of which are, in fact, mutually interdependent."

ANALYSIS OF THE INCLUSION OF THE
TOWN OF BURLINGTON IN THE PROPOSED
METROPOLITAN WENTWORTH REGION

General

7. (1) The position of the Town of Burlington was specifically reviewed in the Plunkett Report as follows:

"some uncertainty was experienced as to whether Burlington more properly belonged in the Hamilton area or whether it could be included within any reformed municipal structure in the Area (Peel-Halton)"¹

The uncertainty was resolved because there is a substantial orientation to the east, and Burlington is in a separate drainage area with no dependence on Wentworth County for physical services.¹ Although there may be some validity to such statements, we disagree that there is a substantial orientation to the east. We believe any such orientation is no greater than perhaps could be determined in respect of the City of Hamilton. We respectfully contend, therefore, (a) that if there is a substantial orientation to the east, there is nevertheless a stronger orientation to the west (i.e. the remainder of Metropolitan Wentworth) and that this orientation can be expected to continue.

¹ Peel-Halton Local Government Review,
T.J. Plunkett, 1960 pg. 83

for reasons which we will discuss further under this section, and

(b) that although the Town of Burlington is not dependent on Wentworth County for physical services (water and sewerage) there are definite inter-relationships between Burlington and the remainder of the proposed Metropolitan Wentworth Region and which we will discuss further under this section, and

(c) that, the Town of Burlington should be included in the proposed Metropolitan Wentworth Region rather than being included with any region to the east because of any antipathy or fear by the Council of Burlington on the basis of the submissions of the City of Hamilton to the Commission for one government for the whole Region, particularly when the City of Hamilton in its submissions did not establish or produce any evidence of its ability to govern its present jurisdiction let alone the whole of the proposed Metropolitan Wentworth Region. Consequently, we appeal to the Council of Burlington to reconsider its position in the interests of its people and its future development. We suggest that the people of Burlington will benefit from our proposals in respect of the Metropolitan Wentworth Region, and

we firmly believe that if representatives of all Municipalities in the proposed Metropolitan Region were to meet and discuss the Region and its Government - all would or could be participating in the design of a Model Form of Regional Government, that could determine in large measure a "Destiny which would be of Benefit to present and Future Generations".

Traffic Movements

(2) The results of the studies conducted in 1963 in conjunction with the Burlington Transportation Study¹ pertaining to the destination of external trips originating in Burlington are reproduced in Figure 24 and summarized in Table 7.3, show the degree to which the Town of Burlington is oriented to the remainder of the Metropolitan Wentworth Region. For example, 7.3% of external trips for all purposes cross the boundary between the Town of Burlington and the remainder of the Metropolitan Wentworth Region while only 27% are in a westerly direction. Therefore, the inclusion of Burlington in the proposed Metropolitan Wentworth Region forms an easterly boundary of the Region which would not cut across the strong lines of communication between the Burlington and the remainder of Metropolitan Wentworth Region. We submit that this

¹ Burlington Transportation Study (draft)
Information provided by HWPAB.

evidence is one factor supporting the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region.

Home and Work
Relationship

(3) The relationship between places of work and places of residence indicate the extent of commuter traffic from the Town of Burlington to places of work. The statistics set out in this sub-section provide an objective picture of the relationship between home and place of employment. The data presented focuses on the Town of Burlington and indicates the external relationships which link the Town of Burlington with the remainder of the proposed Metropolitan Wentworth Region. We submit

(a) that the Metropolitan Toronto and Region Transportation Study showed results of the home interview survey carried out in conjunction with MTARTS in respect of work trips with their origins in Burlington and which are summarized in Table 7.1. These statistics

(i) show that in 1964 intra-Metropolitan Wentworth work trips accounted for 87.4% of all work trips generated by residents of Burlington. This was higher than the percentage of traffic movements originating in Burlington with

destinations in either the Urban County of Mississauga (55.7%) or the County of Halton (56.5%), and

(ii) suggest, as outlined in Table 7.4, that Metropolitan Wentworth will maintain its dominance as the area to which the majority of work movements originating in Burlington are destined throughout the period to 1985, and

(iii) support our contention

(A) that the Town of Burlington is more strongly tied to Metropolitan Wentworth than to either Halton County or the Urban County of Mississauga, and

(B) that the Town of Burlington should form, therefore, an integral part of the proposed Metropolitan Wentworth Region, and

(b) Burlington Chamber of Commerce - Survey of Firms
in the Town of Burlington it is disclosed that the greatest majority (93.5%) of the workers employed by these firms resided in the Metropolitan Wentworth Region as shown on Table 7.2.

- (ii) as shown in Table 7.2, we can conclude that 9 out of 10 persons working in Burlington reside in Metropolitan Wentworth. This is significantly greater than the 7 out of 10 residing in either the Urban County of Mississauga or Halton County. These statistics confirm the strong relationship between Burlington and the remainder of the proposed Metropolitan Wentworth Region and further supports our proposal for the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region, and
- (c) the Burlington Transportation Study - the results of a roadside survey conducted in May of 1963 by Damas and Smith in conjunction with the Burlington Transportation Study found, as shown in Table 7.3, that a significant percentage of Burlington's labour force was employed in Metropolitan Wentworth. In May 1963, 27,950 or 82.6% of all work trips originating in the Town of Burlington have their destination in the Metropolitan Wentworth Region. This compares with 16,920 trips (49.7%) with their destinations in the Peel-Halton Region. We submit that these findings disclose a stronger relationship with the proposed Metropolitan Wentworth Region than with Mississauga or the County of Halton and consequently we believe

that the proposed northeasterly boundary of the Metropolitan Wentworth more accurately establishes the boundaries of an area exhibiting a sense of community than if Burlington were excluded from the proposed Region, and

- (d) The Burlington Official Plan - a sample survey of 20% of Burlington's population was carried out during the preparation of the Town's Official Plan in 1960 with a view to establishing the places where residents of the Town of Burlington shop and work. The results of the 1960 survey in respect of the movement of Burlington's labour force are reproduced in Table 7.4. These statistics indicate that in 1960 an estimated 78% of Burlington's labour force worked in Metropolitan Wentworth, which was much greater than the 39% working in the County of Halton. The results of this survey confirm the very significant inter-relationship of the Town of Burlington with the remainder of Metropolitan Wentworth and consistent with the findings of surveys - by MTARTS, the Burlington Chamber of Commerce and the Burlington Transportation Study, and

(e) the Hamilton Area Transportation Study¹

(i) The Hamilton Area Transportation Study,

- (A) which contains an analysis of the traffic patterns in the area shown in Figure 28, estimated that nearly 23,000 trips originate in Burlington on a typical weekday in 1963 which are destined for various parts of Hamilton. Figure 28A indicates that central Burlington is the largest generator of trips from Burlington to Hamilton (10,000 trips) and that of most of these trips, 7,000 are attracted to the east central portion of Hamilton,² and
- (B) in projecting future traffic patterns based its projection of trips between Burlington and the Study Area on the anticipated 1985 Land Use pattern.³ The Study estimates that the Burlington to Hamilton trips will increase significantly

¹ The Corporation of City of Hamilton, Hamilton Area Transportation Plan (HATS) May 6, 1963; prepared by C.C. Parker and Parsons, Brinckerhoff, Ltd.

² Ibid, Pg. 50

³ Ibid, Pg. 19 an overlay

with the largest increase - nearly a six-fold increase - in Hamilton travel occurring in the east part of Burlington where an estimated 28,000 trips with destinations in Burlington will be generated.¹ It is estimated that trips from the remaining part of Burlington will double.² This will result in an approximate three-fold increase in Burlington to Hamilton trips by 1985 while the population is expected, as indicated, to increase by only 220 per cent in the same period of time. It is concluded that the more rapid increase in Burlington to Hamilton trips than in total population indicates an increasing orientation to the remainder of Metropolitan Wentworth by the Town of Burlington. This fact reinforces our contention that Burlington is strongly oriented to the remainder of the Metropolitan Wentworth Region and that this strong orientation will increase throughout the study period to 1985, and

¹ Ibid, Pg. 66

² Ibid

(f) thus the Home and Work Relationship may be summarized as follows: Table 7.5 summarizes the Home and Work relationship discussed in paragraphs (a) to (f) of this sub-section. An examination of this Table shows:

- (i) that the Metropolitan Wentworth Region will continue to attract the majority of Burlington's labour force to 1985, and
- (ii) that the Town of Burlington will become more internally oriented as it is estimated that 51.3 per cent of the Town's labour force will be employed locally however, nearly one-half of the Town's entire labour force will be employed elsewhere with the majority (23.1%) of these in the Wentworth Region, and
- (iii) that a definite community of interest exists between the Town of Burlington and the remainder of the proposed Metropolitan Wentworth Region and, that this interdependence will exist throughout the projected period to 1985 and that such interdependence is greater than any interdependence of the Town of Burlington and any region to the east, and

Home and Hospital Relationship

- (4) The data presented in Table C-8 of the Hamilton-Burlington-Wentworth Local Government Review Data Book further establishes the interdependence of Burlington and Metro

politan Wentworth by giving the places of Hospitalization of Burlington's 8,047 patient cases in 1966. These statistics, as reproduced in Table 7.6, indicate that 92.2% of all patient cases used Hospitals in the Metropolitan Wentworth Region as compared with 79.8% which used facilities in the County of Halton. We conclude from these statistics that the residents of the Town of Burlington depend to a significant degree on hospital facilities in the proposed Metropolitan Wentworth Region and that this fact along with other interrelationships established in this section of the Brief strongly support our contention for the inclusion of Burlington in the Metropolitan Wentworth Region.

In this sub-section certain other factors strongly supporting the case for the inclusion of the Town of Burlington in Metropolitan Wentworth are set out

(5) Other factors strongly supporting the case for the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region are as follows,

(a) Newspaper Circulation

(i) Table 7.7 shows the subscription circulation of the major daily newspapers in the Town of Burlington which is an important factor in establishing the extent of a "Community of Interest". The statistics show that the

residents of the Town of Burlington rely heavily on the Hamilton Spectator, which by its character provides considerable coverage of items of common interest to Metropolitan Wentworth and its component Municipalities including the Town of Burlington. These statistics support the conclusions of H.J. Peart in her study of the "Umland of Hamilton" in 1953 in which she found that the Spectator delivery area included all of the Town of Burlington,¹ and

(ii) the circulation pattern, therefore, of daily newspapers in the Town of Burlington supports our contention that the Town of Burlington is more naturally aligned with the proposed Metropolitan Wentworth Region to the west than any region to the east, and

(b) Telephone Calls - Information supplied by the Bell Telephone Company of Canada and reproduced in the Hamilton-Burlington Wentworth Local Government Review Data Book is summarized in Table 7.8. The pattern of telephone calls in the Metropolitan Wentworth Region is one method of establishing a "community of interest" and we suggest, in an indirect manner

¹ H.J. Peart; Umland of Hamilton; B.A. Thesis, McMaster University, Hamilton, Ontario, May, 1953.

the pattern expresses or establishes the social and economic interdependencies. Table 7.8 indicates

- (i) that the majority, 93.4% of all inter-local calls originating in Burlington with destinations in Metropolitan Wentworth are made to other Municipalities in Metropolitan Wentworth while only 6.3 per cent are made to Oakville. We conclude that these statistics disclose that the interrelationships between the Town of Burlington and the remainder of the Metropolitan Wentworth Region are much more significant than any observed interrelationships between the Town of Burlington and any area or region to the east, and
- (ii) that the total number of all inter-local calls originating in both Burlington and Hamilton and crossing the boundary between Burlington and Oakville are significantly lower than calls originating in Burlington and Hamilton and crossing the boundary between Burlington and the remainder of the proposed Metropolitan Wentworth Region. Consequently, we respectfully submit that the proposed boundary of the Metropolitan Wentworth Region more accurately establishes a Region with a

sense of community than if Burlington were excluded from the Region, that these statistics disclose a strong interdependence between the Town of Burlington and the remainder of the proposed Metropolitan Wentworth Region, and supports the inclusion of Burlington in the proposed Metropolitan Wentworth Region.

Physical Relationship

- (6) The physical relationships of the Town of Burlington with the remainder of the proposed Metropolitan Wentworth Region in respect of their influence on the position of Burlington have been discussed at some length in Sections 5 and 9 of Part 1 of this Brief and which in our opinion support our proposals for the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region. In this subsection, we will summarize these aspects which clearly establish the physical interrelatedness of the Town of Burlington and the remainder of Metropolitan Wentworth Region,

(a) Municipal Services -

- (i) The Town of Burlington has developed independent water supply and sanitary sewerage systems which are not inter-connected with any Municipality in the remainder of Metro-

politan Wentworth or the County of Halton. However, the Village of Waterdown which, in common with the southwesterly corner of the Town of Burlington, is located in the Grindstone Creek Watershed, has, as indicated, constructed a sewerage treatment plant which discharges its effluent into the Grindstone Creek, which as we have indicated, and are advised, is adequate for projected growth for some years to come. However, the ultimate solution will be in the bringing of services from Lake Ontario or the Harbour¹ in the case of Waterdown and the southern part of East Flamborough when urban development so requires. The inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region would facilitate, when required, the integrated planning and development of area-wide water supply and sanitary sewerage systems including the required replacement of the sanitary sewers in the Aldershot Area which could be achieved in an economical manner on the favourable tax base of the proposed Metropolitan Wentworth Region. We respectfully submit that the fact that the Town of Burlington has developed an independent

¹ T.J. Plunkett, op. cit. p.83.

water supply and sanitary sewerage system does not justify its inclusion in a Region other than the proposed Metropolitan Wentworth Region in that such is but one factor. A Region may be comprised, and should be if Regional Reform is to be meaningful, of more than one Drainage Area - these factors strongly support the County's position that the Town of Burlington should form an integral part of the proposed Metropolitan Wentworth Region, and

- (b) the Harbour - the Town of Burlington adjoins the County of Wentworth and the City of Hamilton along the Town's westerly boundary while Hamilton Harbour and the Burlington Canal separate the Town of Burlington and the City of Hamilton along the Town's southerly boundary. Although the Harbour is a major barrier to traffic movements between the Town and the City, major roads (i.e. Plains Road, Highway No. 403 and the Queen Elizabeth Way) skirt the perimeter of the Harbour and consequently the Harbour becomes a focus on both Communities in as much as the system of major roads must be planned with a view to accommodating the existing and projected traffic in the most efficient manner. The Harbour also has held a major role and provided a

stimulus to the economic development of the City of Hamilton, the Town of Burlington and Metropolitan Wentworth. The importance of the Harbour facilities in the economic development of Metropolitan Wentworth will continue as both the City of Hamilton and the Town of Burlington develop additional Harbour facilities for new and expanding industrial as well as research operations. Consequently, since the co-ordinated development of Hamilton Harbour is vital to the future of the Town of Burlington, the City of Hamilton and Metropolitan Wentworth, we respectfully submit and we are so advised that the land adjoining the Harbour should be under one jurisdiction that the inclusion of the Town of Burlington in the Metropolitan Wentworth Region is not only vital to the future of this Region but would greatly facilitate the co-ordination of planning and developing the land adjoining the Harbour in the best interests of the entire Region, and

- (c) Roads - The major roads in the Town of Burlington which are aligned in a two-mile wide east-west corridor on the north shore of Lake Ontario are shown on Figure 14 which indicates the predominance of these east-west arteries as opposed to north-south

routes. It also shows that there are more major roads providing access from Burlington to the remainder of the proposed Metropolitan Wentworth Region than to the Town of Oakville. We contend that the road pattern which is oriented in an east-west direction with more major roads crossing the westerly boundary of the Town also supports the case for the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region.

Conclusions

(7) We respectfully submit

- (a) that reasons set forth in Section 2 of this Brief in respect of the delineation of the proposed Region and this Section clearly indicates that the Town of Burlington should be included in the proposed Metropolitan Wentworth Region. The discussion of historical, geographical, economic and sociological factors in Sections 2, 3 and 5 and in this Section show that Burlington is linked with the remainder of the proposed Metropolitan Wentworth Region in many ways and that the inclusion of the Town of Burlington in this Region is not only essential to the interests of the taxpayers of the Town of Burlington and the future growth and development of Burlington itself and its inclusion

in this Region would ultimately benefit and make a great contribution to the future growth and development of the whole Wentworth Region, and

- (b) it has been demonstrated that it would be regionally desirable for the north shore of Hamilton Harbour and the Town's lake frontage to be included in one region or jurisdiction rather than split between two regions or jurisdictions as would be the case if Burlington were detached from the proposed Wentworth Region. The photograph of Hamilton Harbour and the proposed improvements indicated thereon as set forth in Figure 18 also provides support for the argument that the Harbour is a focal point for growth for the whole Region and that such growth should be under the guidance of the proposed Metropolitan Wentworth Region and not two Regions, and
- (c) we disagree with the contention that the Town of Burlington is a vital part of a regional government comprising the area between Metropolitan Toronto and the County of Wentworth and, therefore, should remain in that area by reason of this historical association and the expenditures that have been made by the Town toward the County of Halton or by the County for projects in the Town (e.g. hospital) (see Section 8 (1) of this

Brief. The record and this Brief clearly indicate this historical associations of Burlington with the Wentworth Region. History, as well as the law, records the County of Halton in the first instance as being a part of the County of Wentworth. We have endeavoured in this Brief in the time available to outline these historical connections between the growth of Hamilton, Wentworth County and Burlington. It is, of course, true that there will be a number of projects or facilities which have been jointly financed by the Town of Burlington and the County of Halton, since the Town is represented on the County Council and has since its inception been part of Halton County (with the sole exception of the Aldershot area which was annexed by Burlington and became detached from Wentworth County for governmental purposes). However, this is true in the case of many other areas where Regional Governments will be established. The Honourable Minister of Municipal Affairs and the Government of Ontario has, in our opinion, made it clear that regional boundaries may cross County lines. This we suggest is not a sufficient reason to align Burlington with Halton. In any event, legislation can adjust any financial hardship created for either the Town or the County in

respect of those services or facilities that have been jointly financed or for which financial commitments have already been made on the inclusion of the Town of Burlington in this Region.

IMPACT ON THE REMAINDER OF THE
PEEL-HALTON LOCAL GOVERNMENT
REVIEW AREA OF THE INCLUSION
OF THE TOWN OF BURLINGTON IN
THE RECOMMENDED METROPOLITAN
WENTWORTH REGION

General

8. (1) In this section we shall consider in some detail the affect of including the Town of Burlington in the proposed Metropolitan Wentworth Region on the area between Metropolitan Toronto and Metropolitan Wentworth. Although many factors, as set out in Section (7) of this Brief, clearly place the Town of Burlington within the Metropolitan Wentworth community, an important consideration regarding Burlington's position in a regional government is the framework for regional government in the remainder of the area between Metropolitan Wentworth and Metropolitan Toronto and we must look at, and we did, the affect on the area between Metropolitan Wentworth and Metropolitan Toronto of excluding the Town of Burlington. A preliminary investigation of the area between Metropolitan Toronto and Metropolitan Wentworth indicates that there are four major alternatives for regional government units as follows:

- (a) implement the recommendations of the Plunkett Report of the Peel-Halton Local Government Review¹

¹ Thomas J. Plunkett, Special Commissioner,
Peel-Halton Local Government Review: A
Report, September, 1966

which include the formation of the southern Urban County of Mississauga and the northern Rural County of Peel-Halton¹ (Figure 30), or

- (b) form a regional government for the remainder of Halton County comprising the Town of Oakville, the Towns of Milton, Acton and Georgetown and the Townships of Esquesing and Nassagaweya, and also form a regional government for all of Peel County, or
- (c) join the remainder of Halton County with Peel County to form a single regional government unit situated between Metropolitan Wentworth and Metropolitan Toronto, or
- (d) join all of Halton County with Metropolitan Wentworth, thereby leaving Peel County to form a separate regional government or to be joined with Metropolitan Toronto

Four Alternatives

- (2) The four alternatives outlined in sub section (1) of this Section were considered in respect of their impact on certain financial and economic factors and such considerations are now set forth as follows

- (a) Implement the Recommended Urban and Rural Counties of the Plunkett Report

- (i) Thomas J. Plunkett, - Special Commissioner

¹ Ibid, pp. 119 - 121

for the Peel-Halton Local Government Review, recommended the formation of two new Counties in Peel and Halton - one comprising the northern rural parts of each County and the other comprising the rapidly urbanizing southern portion of each County. The recommendation has not been favourably received at the Provincial, County or Local levels of Government. Particular concern was expressed because such recommendation divided the rural and urban interests which is contrary to the recently stated Provincial policy.¹ In view of this opposition to the changes in the structure of Local Government for the Peel-Halton area as proposed by Plunkett, it is reasonable to assume that some other form of reorganization will be implemented. We similarly disapprove of the recommendations of the Plunkett Report not only for the reasons stated by the Government of Ontario but because we believe, based on the facts presented in Sections 7 and 8 of this Brief, that the Town of Burlington should form a part of the proposed Metropolitan Wentworth

¹ Statements by the Minister of Municipal Affairs in the Legislature, December 2, 1968 and at a special meeting for Peel-Halton representatives January 22, 1969.

Region. We should state that our opinion is based on advice that the creation of two Counties in the Peel-Halton Area based on a rural-urban division is wrong in principle and is further contrary to the policy of the Provincial Government,¹ and

- (ii) if the recommendation of the Plunkett Report were to be implemented, despite the expressed opposition, the exclusion of the Town of Burlington from the southern Urban County of Mississauga would not drastically reduce the population of the remaining portion. The Urban County without Burlington would have a population of 227,244 persons² which more than meets the Honourable Minister of Municipal Affairs' criterion of a minimum regional population of 150,000 persons. The remainder of the Urban County would provide an appropriate buffer, in our opinion, between the proposed Metropolitan Wentworth and Metropolitan Toronto, or

- (b) Form a Regional Government Area Comprising Halton County Excluding Burlington and a Regional Government Area Comprising Peel County -

¹ Ibid.

² T. J. Plunkett, op. cit.p.96

- (i) the inclusion of Burlington in the proposed Metropolitan Wentworth Region and the formation of a Regional Government comprising all of Peel County would leave the remainder of Halton County to form a Regional Government. The withdrawal of Burlington from Halton County to include it in the proposed Metropolitan Wentworth Region would then have a serious impact on Halton County involving in particular the loss of 45% of its population and 42% of its equalized taxable assessment, and
- (ii) the remainder of Halton County (i.e. excluding Burlington) would presently comprise a population less than the minimum of 150,000 for a region as recommended in the "Guidelines" for Regional Government as recommended to the Legislature on December 2, 1968 by the Honourable Minister of Municipal Affairs. The 1967 assessed population of the remainder of Halton County was 88,613 compared with 188,566 in Peel County and 466,120 in Metropolitan Wentworth, as shown in Table 8.1, because of this insufficient population, this residual area of Halton County could not form an effective regional

Municipality between the rapidly expanding regions on the easterly and westerly boundary and, therefore, this alternative must be rejected. It follows, therefore, that the remainder of Halton County will have to be joined with an adjacent area in order to create a regional unit that would not only comply with the recommended minimum population but to make it a viable Region, or

(c) Form a Regional Government Area Comprising Halton County, Excluding Burlington, and Peel County -

- (i) the amalgamation of that part of Halton County, excluding Burlington and Peel County would overcome the problem in the formation of a region comprising Halton County excluding Burlington, referred to in paragraph (b) of this sub-section. The combination of the remainder of Halton County and Peel County to the east would comprise a fast-growing region¹ with a 1967 population of 277,179 persons (Table 8.1). The strong easterly orientation of the Town of Oakville and dominant east-west rather than north-south

¹ Ibid, Pages 3 and 4

orientation of the Towns of Acton and Georgetown and the Townships of Nassagaweya and Esquesing (Highways No. 401 and No. 7) supports this combination.¹ Such a Region would form an effective buffer region between the Metropolitan Toronto and the Metropolitan Wentworth Region without cutting across the strong lines of communication which exist between the Town of Burlington and the remainder of the proposed Metropolitan Wentworth Region, and

- (ii) if the remainder of Halton County were joined with Peel County, the remainder of Halton County moves into a more favourable financial position. The commercial-industrial percentage of assessment increases from 31.0% to 35.3%, the average assessment per capita increases strongly from \$7,712 to \$9,421, the school levy per \$1,000 assessment decreases from \$11.13 to \$9.66 and the general levy falls from \$9.54 to \$6.92. Most important, it moves into a much larger regional set-up with a greater tax base so that the mill rate is not vulnerable to sharp increases which could result from new developments, or

¹ Ibid Pages 8 and 11

(d) Join all of Halton County with Metropolitan
Wentworth

- (i) the amalgamation of Oakville-North Halton and Metropolitan Wentworth is not recommended because it does not comprise a community - Oakville and North Halton are much more strongly oriented to Municipalities on the east than to the Town of Burlington or the proposed Metropolitan Wentworth Region. A regional government comprising only Peel County would not provide an adequate buffer between the proposed Metropolitan Wentworth Region on the west and Metropolitan Toronto on the east, and

Announcement of the Honourable Minister
of Municipal Affairs on January 22, 1969
at Peel-Halton

- (3) The Minister of Municipal Affairs in an address "A Tentative Proposal for Regional Government in Peel-Halton" on January 22, 1969 recommended the formation of a single regional Municipality comprising the area between Metropolitan Toronto and the Hamilton-Burlington-Wentworth Local Government Review area as shown in Figure 31. In this proposal the Honourable Minister recommended the inclusion of those parts of the Cr dit River watershed which presently surrounds the Town of Orangeville and comprises a part of the County of Dufferin and the exclusion of a part of the Township of

Nassagaweya ling in the Grand River watershed, since

- (a) the exclusion of a part of Halton County and the addition of the Town of Orangeville off-set the affect of each other in respect to changes in population and assessment, and
- (b) since the population (i.e. the population of the Town of Orangeville the only urban centre involved in these alterations is 5,907 persons or 2.1% of the total population of Peel and Halton Counties excluding Burlington) and assessment of these areas are small in comparison with the totals for the Counties of Peel and Halton,

the net effect of the Honourable Minister's proposal would not significantly alter the comments contained in paragraph (c) of sub-section (2) of this section. For these reasons, and because of the Honourable Minister's recommended modifications to the boundary of Peel and Halton Counties do not directly adjoin or affect the Town of Burlington or the remainder of the proposed Metropolitan Wentworth Region, we respectfully suggest that the recommended modifications do not warrant a detailed analysis of their affect on the Counties of Peel and Halton which in any case would be insignificant

Conclusion

- (4) We respectfully submit that we strongly support the third alternative described in paragraph (c) of sub-section (2) of this section, that is, the amalgamation of the County of Halton excluding Burlington and the County of Peel - for the reasons set out in the said paragraph of the said sub-section which are in addition to the many additional reasons which we will set out in the remainder of this Brief.

COMMENTS ON THE BRIEF SUBMITTED TO THE HAMILTON-BURLINGTON
WENTWORTH LOCAL GOVERNMENT REVIEW BY THE TOWN OF BURLINGTON
CITY OF HAMILTON, TOWN OF OAKVILLE, AND COUNTY OF HALTON
IN RESPECT OF THE POSITION OF BURLINGTON AND THE NORTH-
EASTERLY BOUNDARY OF THE REGION.

Comments on the Town of Burlington's Brief to the Hamilton-
Burlington-Wentworth Local Government Review.

9. (1) We respectfully respond to the Town of Burlington's
Brief as follows,

(a) the position as taken, in effect, in the Burlington
Brief as follows:

"is different in composition and exhibits
different characteristics from those to
be perceived in the City of Hamilton or
the County of Wentworth"

and the Brief then goes on to examine the differences
in population characteristics, servicing patterns
and finances in supporting

"a particular case and place for the Town of
Burlington."

It is our respectful response to such contention

- (i) that the differences in population characteristics
are common phenomena in metropolitan areas
resulting from the process of suburbanization,
and
- (ii) that the incorporation of Burlington into the
proposed Metropolitan Wentworth Region would
for reasons already stated not only be of
immediate benefit to the citizens of Burlington
but ultimately of benefit to the orderly growth
and development of this total Wentworth Region,
and

(b) in respect of Page 2 Paragraphs 1, 2, 3 and 4 of the Burlington Brief, we respectfully state

- (i) that the Town of Burlington originated in the southwesterly portion of Halton County, however, almost 12% (6,200 acres) of the Town comprises a former part of the Township of East Flamborough in the County of Wentworth which was annexed by the Town in 1958 as shown in Table 3.1. In 1966 this area comprised approximately 11,000 persons or 17 percent of Burlington's population. Therefore, a significant portion of Burlington's population is historically tied to the proposed Metropolitan Wentworth Region, and
- (ii) that while the Hamilton Harbour (Burlington Bay) is situated between the Town of Burlington and the City of Hamilton, it has provided a strong focus historically because of the growth of the City to the south of the Harbour and the development of the Town of Burlington to the north of the Harbour as shown in Figure 18. Both municipalities and the proposed Metropolitan Wentworth Region are concerned, we believe, with the proper development and redevelopment of the lands lying adjacent to the Harbour. Such concern is, as we all know, to the benefit

to all of the Municipalities within the proposed Metropolitan Wentworth Region because they owe much of their development to the industrial complex along the Harbour which is the major element in the manufacturing economy of the City of Hamilton and the proposed Metropolitan Wentworth Region. In this regard the Town of Burlington and the City of Hamilton are presently developing portions of land lying adjacent to the Harbour which in our opinion could be better planned and co-ordinated by one Metropolitan Council or Authority as is proposed for the Metropolitan Wentworth Region which should include the two major urban Municipalities fronting on and encircling the said Harbour. It is difficult to conceive of such jurisdictions continuing to be divided under any reform of Municipal Structures. We are of the opinion that, although it is unlikely that Burlington's sanitary sewers, watermains and storm sewers will be inter-connected with those of Hamilton, there is a very strong possibility that these systems must be planned and developed on a common basis insofar as they could affect

any part of the proposed Metropolitan Wentworth Region - which drains into Grindstone Creek and other creeks draining into Cootes Paradise as shown in Figure 6, and

- (iii) that it is important to note that the Town of Burlington's physical services such as storm sewers, sanitary sewers and watermains are not inter-connected with those of the Town of Oakville as shown in Figures 19 and 20. As present plans for future extensions to these systems do not indicate a change in this respect, it must be concluded that the Town of Burlington is more strongly linked with the proposed Metropolitan Wentworth Region in respect of these utility systems than with any other Region to the east, and we respectfully contend that the separation of the Town of Burlington and the utility systems in the proposed Metropolitan Wentworth Region also supports the case for maintaining the Hamilton-Burlington boundary in the internal Governmental structure of the proposed Region. The Town's systems are not interconnected with any other utility system in the remainder of the County of Halton, but inter-connections may

be necessary in the future in the case of adjoining parts of the proposed Metropolitan Wentworth Region, and

(c) in respect of Page 3, Paragraph 2 and 3 and Page 4, Table 1 and Paragraph 1 of Burlington's Brief,

(i) we respectfully state that it is not unusual for a suburban area forming a part of a Metropolitan Area to experience a rapid increase in both population and assessment. Table 9.1 compares the increase in population and assessment in Burlington with Etobicoke and North York which are suburban municipalities within Metropolitan Toronto. These statistics show that it is common for the population and assessment to increase rapidly in suburban municipalities as both Etobicoke and North York, Boroughs of Metropolitan Toronto, had a higher rate of population growth than the Town of Burlington in the period 1957 - 1967, and

(ii) we respectfully state further that Table 9.2 indicates that the Borough of Etobicoke had a change in population equivalent to that in the Town of Burlington while the City of Toronto - the core of the Metropolitan Toronto Region - experienced a slight decline in total population, these statistics together with those in Table 9.1

show that rapid growth in population and assessment of suburban municipalities within a metropolitan area while slow rates of growth, and even declines, in the central cities (Hamilton and Toronto) are a common phenomena. We respectfully submit, therefore, that the described growth patterns do not support the case for excluding the Town of Burlington from the proposed Metropolitan Wentworth Region but favour conclusively the inclusion of the Town of Burlington within the proposed Region, and

(d) in respect of Page 4, Table II of the Burlington Brief, we respectfully state,

- (i) that the Town in its Brief has omitted the statistics for 1963 and 1964. It is interesting that in 1963 and 1964 the building permits for dwelling rental units outnumbered those for single family dwellings. In 1963 and 1964 rental units represented 59% and 55% respectively of the total number of building permits. While it is not expected that rental units will predominate in the Town of Burlington these statistics do show that there is developing a significant proportion of multiple family units in the Town of Burlington, and
- (ii) that the predominance of multiple family units in the City of Hamilton over single family units

in the Town of Burlington is an indication of the process of suburbanization and also of redevelopment and the attraction of apartment living in the central City of the proposed Region, and

(e) in respect of Page 5, Table III of the Burlington Brief, we respectfully state,

- (i) that the difference between the percentage of the population in certain age groups is another common occurrence in Metropolitan Areas and results from the growth of predominately dormitory communities. Table 9.3 of our Brief shows that the variations in the percentage of the population in certain age groups between the Town of Burlington and the City of Hamilton is not significant when compared, for example, with the variations in comparable statistics in the City of Toronto and the Borough of North York which are the central City and a dormitory suburban municipality respectively, within the Metropolitan Toronto Region, and
- (ii) that Table 9.3 of our Brief further indicates that differences in the distribution of the population are associated with the process of suburbanization,

the statistics show that the Town of Burlington

versus Hamilton situation is not significantly different than the North York versus Toronto situation, therefore, which leads one to conclude that the age group breakdown in the Town of Burlington is a normal occurrence in a rapidly growing suburban municipality, and

(f) in respect of Pages 14 and 15 of the Burlington Brief, we respectfully state re Hard Services,

(i) it should be noted at the outset that the responsibilities proposed for assumption by the Council of the proposed Metropolitan Wentworth Region would not include those "Hard Services" which can most effectively be provided by the Local Units of Government or those services which cannot be administered effectively by the Regional Authority. In the final analysis it is possible that some services will be more effectively provided by the Local and Regional Authority on a shared basis. Services such as water supply and sanitary sewerage fit into this category where the Regional or Metropolitan Authority would administer the major components of the system such as water intake and purification and sewage treatment facilities while the Local

Authorities would administer the distribution and collection systems, and

- (ii) we are of the opinion, therefore, that it is not sufficient simply to point out the discrepancies in the level of quality of Hard Services provided by the Town of Burlington and the City of Hamilton in attempting to support a case for excluding Burlington from the proposed Metropolitan Wentworth Region. We respectfully submit that this opinion is supported by the fact that a similar case could be made with respect to Burlington's exclusion from Halton County since both the Town of Oakville and Burlington - two major centres in Halton County - have developed independent water, storm and sanitary sewerage systems with no inter-connections planned in the future extension of these systems, and

- (g) in respect of Page 15 Paragraph 6 and Page 19 Paragraphs 2 and 3 of the Burlington Brief, we respectfully state that the data provided in these paragraphs is inconsistent with the present situation, and should be clarified as follows,

- (i) the three water pollution control centres, referred to in Paragraph 6, Page 15 provide primary and secondary treatment at best.

These centres do not provide tertiary treatment and, therefore, are not "complete treatment plants", and

- (ii) the Town of Burlington proposes to replace two of the existing pollution control centres with pumping stations and to increase the capacity of the Skyway Pollution Control Centre, situated on the Lake side of the Burlington Beach Strip, from 3.13 million gallons per day to 6 million gallons per day to provide treatment for the anticipated demand within the Town of Burlington, and
- (iii) the taxpayers of the Town of Burlington have not paid for their own sewerage treatment plants as indicated. These facilities are owned and operated by the Ontario Water Resources Commission which has entered into a long term agreement with the Town for, among other things, their operation and maintenance, and
- (h) in respect of Pages 25 and 26 re - Halton County - of the Burlington Brief, we respectfully state, that the present ties of the Town of Burlington with the County of Halton have resulted, we agree, from a long historical association with the said County. However, we must review these ties, as they are discussed on Pages 25 and 26 of Burlington's

Brief, which are indicated to involve,

- (i) a Health Unit (Halton), which tie, we submit, has its parallel in the Hamilton-Wentworth Health Unit which receives a matching grant also from the Province of Ontario on approved expenditures, and,
- (ii) a Halton County Planning Association, which tie, we submit, is an informal advisory body with no legal status and which would, in the case of the Town of Burlington forming a part of the proposed Metropolitan Wentworth Region, be replaced either by an already established Hamilton Wentworth Planning Area Board which presently comprises the City of Hamilton and the County of Wentworth or in any event by the Regional Council through its jurisdiction over regional planning as proposed in this Brief, and
- (iii) the financial ties with Halton County and other Municipalities in facilities such as the Centennial Manor and Joseph Brant Memorial Hospital do not, we submit, make a case for the inclusion of the Town of Burlington with the County of Halton or conversely the Town's exclusion from the proposed Metropolitan Wentworth Region in that such interests can be determined,

adjusted, and allocated by legislation on an equitable basis on the inclusion of Burlington in the proposed Metropolitan Wentworth Region. However, in any event, as we all know, inter-regional arrangements could be made for the use of such facilities by the Town of Burlington if desired or necessary for any period of time, and

- (i) in respect of Pages 26, 27 and 31 - re Peel-Halton Area - of the Burlington Brief, we respectfully state that the statistical data, concerning the orientation of the Town of Burlington to the Peel-Halton Area, to the Halton County and to the proposed Metropolitan Wentworth Region, as presented in Section 8 of this Brief, conclusively establishes in our opinion and which is based on advice that the Town of Burlington has interdependencies with other Municipalities in the proposed Metropolitan Wentworth Region and that these interdependencies are more significant for regional governmental purposes than similar ties with Municipalities in the remainder of Halton County, and in particular, with the Town of Oakville, and
- (j) in respect of Pages 33 and 34 - Final Summation - of the Burlington Brief, we respectfully state,
 - (i) that Burlington's submission is not clear on its definition of "advantage." We presume

that "advantage" has a definite and significant financial connotation. In this regard the Town of Burlington had commissioned a Report on City Status for the Town which¹ was prepared by the Town Treasurer.

The report investigates and produces statistical data establishing, on a preliminary basis, the affect on the Town's financial position if the Town were to attain the status of a City, thereby separating from the County of Halton. In a letter attached to the aforementioned report the Town Clerk concludes that the Town now has an investment of approximately \$700,000 in facilities in the County of Halton. In this letter the Town Clerk states that this sum could be repaid over a five year period which would result in nullifying the anticipated increase in expenditures on attaining City status. We suggest that a similar sharing of assets with Halton County could be carried out by the Town of Burlington on the date of its inclusion in the proposed Metropolitan Wentworth Region and that the affect of such a sharing would not be dissimilar

1

Executive Item #101 as presented to the Executive Committee under cover of a letter dated August 7, 1968 by W. K. Sims, Town Clerk.

in its affect on Halton County to Burlington obtaining City Status. The principal affect on the County of Halton would be the loss of a significant portion of its population and assessment base and we discussed this aspect fully in Section 8 of our Brief. The said Section 8 indicated that the remainder of Halton County would not meet the minimum population suggested for a regional government unit by The Honourable Minister of Municipal Affairs in his "Guidelines" statement to the Legislature on December 2, 1968. Thus we submit and strongly recommend, on the basis of advice, that the remainder of the County of Halton be included with Peel County to form a single Region situated between Metropolitan Toronto and the proposed Metropolitan Wentworth Region, and

- (ii) that the inclusion of the Town of Burlington in the proposed Metropolitan Wentworth Region would have the following advantages to the citizens of the Town of Burlington on the basis of the recommendations set forth in our Brief,
 - (A) the Town could become a City without significantly affecting the balance in the proposed Metropolitan Wentworth

Region which is not the case if it became a City within the County of Halton. (Later in our Brief it is recommended that Burlington become a City within the proposed Metropolitan Wentworth Region.) A Report on "City Status" by J. G. Blair, Director of Business Development, and attached to the Report submitted by the Town Clerk to the Council of the Town of Burlington, previously referred to, states as follows,

"I believe there are many advantages from a standpoint of identity attached to the designation 'City' which are not ours as a 'Town'. This applies to an even greater degree in negotiations and advertising in some areas of the United States. In some states 'Town' means our Township; essentially a rural constituency. In these areas we are often passed over in favour of less attractive areas designated as 'City'." , and

- (B) the equalized assessment base for regional services would be greater in the proposed Metropolitan Wentworth Region than in the County of Halton (\$3,396,841,000 versus \$1,235,971,000) and for that matter greater than in Halton (including Burlington) and

Peel Counties combined (\$3,128,000,000)
as shown in Table 8.1, and

(C) the proportion of industrial - commercial
assessment would increase from 31.0%
to 37.8% which requires no explanation
as to benefit, and

(iii) the inclusion of the Town of Burlington in
the proposed Metropolitan Wentworth Region
would have the following advantages in the
Peel-Halton Area, which have been described
to some extent in Section 8 of our Brief,

(A) the regional boundaries thereby created
would be such that the interdependencies
between Burlington and the remainder of
the proposed Metropolitan Wentworth
Region and between the remainder of Halton
County and Peel County would be recognized
and would, therefore, result in a more
realistic Regional Governmental unit for
the Peel-Halton area and would be in
accordance with the criteria established
on December 2, 1968 by the "Guidelines"
of The Honourable Minister of Municipal
Affairs for Regional Government, and
(B) the position of the remainder of the County
of Halton in terms of equalized assessment

on a per capita basis would be enhanced on joining with Peel County (\$9,421 versus \$7,712) as shown in Table 8.1, and

- (C) the assessment base and population of the County of Peel would increase by 38% and 48% respectively thereby forming a more viable regional government unit and improving the buffering affect of this area between two major Metropolitan Regions - Metropolitan Toronto and the proposed Metropolitan Wentworth Region.

Comments on the Submission by the City
of Hamilton to the Hamilton-Burlington-
Wentworth Local Government Review in
Respect of the Northeasterly Boundary
of the Region

(2) In establishing the northeast boundary of its Proposed Region the City of Hamilton recommended the inclusion of the Town of Burlington as well as a part of the Town of Oakville. We agree, as indicated, with the inclusion of the Town of Burlington within the Region for the reasons which we have already presented in this Brief but we are not familiar with or aware of the studies or grounds that support the recommendation of the City of Hamilton that part of the Town of Oakville be included in the Region. We have considered the extension of the boundary of the proposed Metropolitan Wentworth Region to include that portion of the Bronte Creek Watershed situated in the Town of Oakville, as recommended by the City of Hamilton in its submission to your Commission, as shown in Figures 34 and 37 and while we do not oppose this recommendation of the City of Hamilton we are, on the basis of advice and studies, not able to fully justify such a boundary, in that,

(a) The Bronte Creek Watershed area of Oakville is serviced by the Town of Oakville as shown on Figures 19 and 20, with the exception that the Shell Oil Refinery and the Cities Service Oil Refinery, shown on said Figures, have installed and use a private water intake from the Lake and

private sewerage systems to serve the needs of the processing operations. Since the refineries are a heavy industrial use of land with special requirements for Lake water and sewerage disposal, and since they have already developed water supply and sanitary sewerage systems of their own it is unlikely that there will be a need to interconnect the utility systems, already developed by the Towns of Oakville and Burlington to serve this industrial area. The Town of Oakville's utility systems (water supply and sanitary sewerage) presently serve the Bronte area which lies within the Bronte Creek Watershed, as shown on Figures 19 and 20. This dependence on the Town of Oakville by the Bronte area can be expected to continue as future extensions to the utility system are carried out by the Town of Oakville. The inclusion of the Bronte Creek Watershed in proposed Metropolitan Wentworth Region would necessitate an agreement between the proposed Metropolitan Wentworth Region and the region to the east for the provision of services or the development of utility systems to be connected to our proposed Region. These alternatives are feasible but we believe them to be impractical and costly, and

(b) the present Pattern of Land Uses in the vicinity of the Oakville - Burlington boundary, as shown on Figure 35, as well as the Future Land Use proposals contained in the Official Plan as indicated on Figure 36 and the Zoning By-law of each Municipality indicate to us that there would be less conflict between these two Lakeshore Municipalities if the historical political boundary is maintained west of the Bronte Creek. In this respect the Bronte Creek together with the existing uses (i.e. the heavy industrial uses - refineries) provide a more realistic boundary between the present and proposed Land Uses in the Town of Burlington and in the Town of Oakville than the boundary recommended by the City of Hamilton which does not follow a natural separation between Land Uses in that the latter results in similar uses of land being proposed for each side of recommended boundary. However, the City of Hamilton may have information not disclosed, in its submission that may justify its proposed boundary in this respect.

Comments on the "Halton County
Council Brief to Hamilton-
Burlington-Wentworth Regional
Government Study Commission"

(3) In its submission to the Commission, the County of Halton supports the formation of a regional unit

comprising all of the County of Halton including the Town of Burlington in order to reduce the possibility of "other annexations or amalgamations", the result of such "fragmentation would be disastrous" (p.2 of the said Submission). We recognize the significant impact on the County of Halton of excluding the Town of Burlington in respect of population and assessment base as shown in Sections 7 and 8 of our Brief. In these sections it is noted that Burlington represents 44.6% and 41.8% of the population and assessment base, respectively, of the County of Halton. However, despite this significant impact of the exclusion of Burlington on the remainder of the County of Halton, we respectfully contend, however, that the strong inter-relationships, as set forth in Sections 2, 3, 5 and 7, of our Brief between the Town of Burlington and the remainder of the proposed Metropolitan Wentworth Region are overriding considerations in establishing the northeasterly boundary of the proposed Metropolitan Wentworth Region as indicated even in the "Guidelines" of the Honourable Minister of Municipal Affairs, and we accordingly recommend that the County of Halton, excluding Burlington, be combined with the County of Peel to form a single Region between the proposed Metropolitan Wentworth Region and Metropolitan Toronto as set forth in Section 8 of our Brief. We respectfully submit that

we have studied and analyzed in Section 8 of our Brief both the external boundary and the internal structure of such a Region for the Peel-Halton area together with the basic recommendations for governmental reorganization contained in the Report of the Peel-Halton Local Government Review Commission, as shown in Figure 30, and in "A Tentative Proposal for Regional Government in the Peel-Halton" being an Address by the Honourable W. Darcy McKeough on January 22, 1969 and the results of which are shown in Figure 31. In supporting the case for a Regional Government between the proposed Metropolitan Wentworth Region and Metropolitan Toronto, excluding the Town of Burlington, we believe and we respectfully contend

- (a) that such a Region would provide a better buffer between two expanding Metropolitan Regions (Toronto and Wentworth) than two smaller Regions, and
- (b) that such a Region by reason of having a larger population and assessment base, as shown in Section 8, would be more viable than two separate units,

with respect to the County of Halton's submission, on Page 2 re Geographical Location we refer your Commission to Section 6 of our Brief, and with respect to the County of Halton's submission on Page 5 re the Jail Facilities - we submit that the new Regional Detention Centre proposed for Dundas would be only about

10 miles from downtown Burlington as opposed to 20 miles in the case of the referred facilities of the Town and County which are located at Milton. We recognize that certain services, including those cited by the County of Halton in its Brief, are presently provided by the County of Halton to all Municipalities including the Town of Burlington. Nevertheless, we respectfully contend that the responsibility for these services can be transferred from one Regional authority to another on an equitable basis without a reduction in the level of the service provided and with a minimum of dislocation. We respectfully suggest further that if such contentions by the County of Halton are to prevail in this respect then we suggest that the whole of the Criteria for Regional Government has no meaning.

Comments on "A Submission to
the Hamilton-Burlington-
Wentworth Local Government
Review" by the Town of Oakville

- (4) In its submission to the Steele Commission, the Town of Oakville recommended that "a new Municipality embracing the Halton Region Conservation Authority"¹ be formed as shown in Figure 38. We respectfully submit that the creation of the proposed "new municipality" does not

¹ A Submission to the Hamilton-Burlington-Wentworth Local Government Review; Town of Oakville; p. 5.

adequately reflect the interrelationships between the Town of Burlington and the remainder of the proposed Metropolitan Wentworth Region as described in Sections No. 2, 3 and 7 of our Brief, or between the Town of Oakville and the Municipalities to the east.¹ We respectfully submit further that the formation of a Regional Governmental Unit comprising all or a part of the County of Halton is not in the best interests of the future development in the area between the proposed Metropolitan Wentworth Region and Metropolitan Toronto as described in detail in Section 8 and in this Section of our Brief. For the reasons set out in this sub-section and the reasons supporting the inclusion of Burlington in the proposed Metropolitan Wentworth Region as given in the remainder of this Brief, we are of the opinion that the Regional boundary proposed by the Town of Oakville does not present a logical alternative to Regional Governmental Units in the area between Metropolitan Toronto and the proposed Metropolitan Wentworth Region.

¹ T.J. Plunkett, op cit; p. 8, Table 10-A.

COMMENTS ON THE BRIEF SUBMITTED TO THE HAMILTON-BURLINGTON-WENTWORTH LOCAL GOVERNMENT REVIEW COMMISSION BY THE CITY OF HAMILTON AND THE BRIEF SUBMITTED BY THE CITY OF GALT TO THE FYFE COMMISSION (WATERLOO AREA LOCAL GOVERNMENT REVIEW) IN RESPECT OF THE WESTERLY BOUNDARY OF THE METROPOLITAN REGION OF WENTWORTH

City of Hamilton Submission - Recommendations re Townships of Beverly and Ancaster

10. (1) The Recommendation of the City of Hamilton in its Submission to the Hamilton-Burlington-Wentworth Local Government Review include the exclusion of the westerly part of the Township of Beverly and the westerly part of the Township of Ancaster from the proposed Wentworth Region. The area so excluded is shown on Figure 34 and which is based on Map 1 from the City of Hamilton Submission to the Hamilton-Burlington-Wentworth Local Government Review. It is estimated that the area so recommended for exclusion from the Township of Beverly amounts to approximately 37,824 acres (59.1 square miles) and from the Township of Ancaster amounts to approximately 7,040 acres (11.0 square miles); therefore, totalling 44,864 acres (70.1 square miles) recommended for exclusion from the present County of Wentworth. The said areas may be more particularly described as follows:
- (a) that part of the Township of Beverly which may be described as follows: Commencing at the point of intersection of the northerly boundary of the Township of Beverly with the easterly boundary of the Township of North Dumfries; thence North-easterly

along the Northerly boundary of the Township of Beverly to the North-easterly corner of Lot 18 in Concession X; thence Southerly following the Lot line between Lots 18 and 19 in Concessions X to 1 inclusive to the South-easterly corner of Lot 18 in Concession 1; thence Westerly along the Southerly boundary of the Township of Beverly to the point of intersection with the westerly boundary of the Township of Beverly; thence Northerly along said westerly boundary of the Township of Beverly to the Point of Commencement; said described area containing approximately 37,824 acres, and

- (b) that part of the Township of Ancaster which may be described as follows: Commencing at the point of intersection of the Westerly limit of the Township of Ancaster with the Southerly limit of the Township of Beverly; thence North-easterly along the Northerly boundary of the Township of Ancaster (Highway 99) to the North-easterly corner of Lot 18 in Concession 1; thence Southerly following the lot line between Lots 18 and 19 to the Southerly boundary of the Township of Ancaster; thence Westerly and Northerly along the boundary between the Townships of Ancaster and Brantford to the point of commencement; the said described area containing approximately 7,040 acres.

City of Galt Submission to Fyfe Commission
re Township of Beverly

- (2) The Submission by the City of Galt to the Fyfe Commission (Waterloo Area Local Government Review) dated November, 1967, recommended a Region for the Waterloo Area which would include all of the County of Waterloo, all of the City of Guelph, all of the Township of Guelph and parts of the Townships of Eramosa, Puslinch, Beverly and Blenheim as shown on Appendix "A" of its submission and as shown on Figure 39.¹ The City of Galt submission proposed
- (a) a system of local municipal governments, the boundaries of which are indicated on the said Appendix "A" as Areas "A", "B", "C" and "D". On Figure 39, which is a copy of said Appendix "A", there is superimposed the proposed outer boundary of the proposed Metropolitan Wentworth Region as proposed in our Brief in order to relate it to the submission of the City of Galt, and
 - (b) the area of the Township of Beverly which is included within Area "B" as proposed by the City of Galt is 11,136 acres or 17.4 square miles which is not as extensive as the area proposed by the City of Hamilton to be deleted from the Township of Beverly, which is 37,824 acres or 59.1 square miles.

The area proposed to be deleted from the Township of Beverly by the City of Galt is more particularly described as being that part of the Township of Beverly which may be described as follows: Commencing at the point of intersection of the northerly boundary of the Township of Beverly with the easterly boundary of the Township of North Dumfries; thence north-easterly along the northerly boundary of the Township of Beverly to the north-eastern corner of Lot 11 in Concession X; thence south-easterly following the lot line between Lots 11 and 12 in Concessions X, IX, VIII, VII, and VI to the southerly limit of Concession VI; thence south-westerly along said southerly limit of Concession VI to its intersection with the westerly boundary of the Township of Beverly; thence northerly along said westerly boundary of the Township of Beverly to the point of commencement; the said described area containing approximately 11,136 acres. It is to be noted that the southerly portion of the Township of Puslinch lying to the south of Highway No. 401 is not included either in Area "A" or "B" as recommended by the City of Galt. Since the area of the Township of Puslinch referred to has been excluded from the Waterloo Region by the City of Galt, it is presumed

that this area is anticipated to be added to the Wentworth Region, however, there is no reference in the submission by the City of Galt in this respect. The Galt submission further states that the area designated as "B" which includes the City of Galt would be a lower tier municipality having an area of approximately 90,900 acres and with a population of approximately 60,700 persons in 1967. No breakdown of either acreage or population as it applies to the Township of Beverly is provided in the Galt Submission and no reasons are advanced for the inclusion of this portion of the Township of Beverly in Area "B".

Land Use and Development Pattern in Areas Proposed to
Be Deleted From the Proposed Metropolitan Wentworth
Region by the Cities of Galt and Hamilton.

(3) In respect of

- (a) the area of the Township of Beverly proposed to be deleted by the City of Galt in its Submission, the unincorporated Hamlet of "Sheffield", which is located on Highway No. 8 in the Township of Beverly, is the only concentrated rural settlement in the area affected, although the much smaller Hamlet of "Clyde" farther north is also included in this area. The area is, therefore, predominantly rural in the Land Use, and
- (b) the City of Hamilton Submission to the Hamilton-

Burlington-Wentworth Local Government Review, the settlements which have been excluded from the proposed Metropolitan Wentworth Region are Clyde, Sheffield, Weir, Troy, Lynden and part of the Hamlet of Jerseyville. Because of the thickness of the line shown on Map No. 1 of the City of Hamilton's Submission, as shown on Figure 34, it is not possible to determine exactly which portion of the Hamlet of Jerseyville is excluded by the proposed regional boundary. These Hamlets function as rural service centres providing many of the day-to-day commercial needs of the residents in the surrounding area, and

- (c) the Existing Generalized Land Use as shown on Map 2 of The Hamilton-Burlington-Wentworth Local Government Review Data Book, indicates the locations of the above-mentioned Hamlets and shows that the area proposed to be deleted by the City of Hamilton is predominantly a rural area with a few scattered Hamlets, the largest of which are Sheffield and Lynden. Table 10.1 gives the population for the years 1956 and 1961 for those Hamlets which have been specifically recorded by the Census of Canada, and

- (d) the recommendation of the City of Hamilton or that

of the City of Galt, it will be noted that neither affects the unincorporated Hamlet of Rockton situated on Highway No. 8 in Beverly Township which in 1961 had a population of 120. The population figures in Table 10.1 show that the Hamlets have had a very slow rate of growth in recent years. An examination of the Projected Generalized Land Use Map No. 3 of the Hamilton-Burlington-Wentworth Local Government Review Data Book reveals that of the Hamlets affected by the submission of the City of Galt, only the Hamlet of Sheffield and an elongated area situated along Highway No. 8 at the westerly boundary of the Township of Beverly are proposed for further development, and

- (e) the City of Hamilton Submission, in addition to the two settlement areas already mentioned, the Projected Generalized Land Use Map No. 3 of the Hamilton-Burlington-Wentworth Local Government Review Data Book indicates additional settlement will occur at the Hamlets of Lynden and Jerseyville, it is clear, therefore, that the areas excluded from the proposed Metropolitan Wentworth Region by the City of Hamilton and the City of Galt in their Submissions

are now essentially rural areas with several rural service centres of which only Sheffield, Lynden and Jerseyville are indicated on the said Map No. 3 of The Hamilton-Burlington-Wentworth Local Government Review Data Book for substantial future growth. The future settlement area at the westerly extremity of Beverly Township along Highway No. 8 appears to be a consolidation and extension of existing urban development in that area. The population density of the area suggested for exclusion by the City of Hamilton is shown by Map No. 5 of The Hamilton-Burlington-Wentworth Local Government Review Data Book ranges from under 20 persons per square mile to between 100 and 319 persons per square mile in the Lynden area of Beverly Township and the Jerseyville area of Ancaster Township.

Land Use and Development in Adjacent
Area of Waterloo County

- (4) The built-up area in the Township of North Dumfries and the City of Galt is indicated on Figure 40 and Figure 41 which is based on Map No. 3 of the Waterloo Area Local Government Review Data Book, 1966,
- (a) the latter Map also indicates the extent of development within the City of Galt's present limits and it is apparent that almost one half of the present

area of the City of Galt comprises vacant land available for future urban development. A series of annexations by Galt, which are listed in Table 1-3 on Page 6 of the said Data Book, shows that the most extensive annexation occurred in 1960 with the addition of 1,636 acres from the Township of North Dumfries and 2,900 acres from the Township of Waterloo, therefore, totalling 4,536 acres. The present acreage contained within the City of Galt is 8,251 as shown in Table 1-2. Page 5 of the Waterloo Area Local Government Review Data Book. The extensive annexation area referred to took place in a northerly direction from the original limits of the City of Galt so that the northerly boundary of the new City was extended to Highway No. 401 and the easterly boundary of the City was extended to a distance of one-half mile from the north westerly limit of the proposed Metropolitan Wentworth Region, and

- (b) an analysis of the population growth for the City of Galt from 1951 to 1966 shows five year percentage increases of 23.6%, 17.2% and 23.9%. There are no population projections given in the existing Official Plan of the Galt and Suburban Planning Area which was approved by the Minister of

Planning and Development on June 16, 1958. If, however, the growth and population during the period 1956 to 1966 is projected, the City of Galt could contain a population of 66,583 by the year 1986 as shown in Table 10.2, and

- (c) the said Official Plan of the City of Galt and Suburban Planning Area contains Map No. 1 as shown on Figure 42, which indicates the area covered in the Galt Perimeter Land Use Plan 1956. It will be noted that the Perimeter Plan covers an area adjacent to the 1956 boundary of the City of Galt and extends easterly toward the westerly limit of the County of Wentworth to a line approximately one mile westerly of the said westerly limit of the County of Wentworth. The details of the Galt Perimeter Land Use Plan are given in Figure 43 which is a copy of the said Official Plan Map. It is understood that there have been no amendments to this Official Plan which would affect the easterly portion of the Plan most related to the area of the County of Wentworth which is in close proximity to it.¹ Because Highway No. 8 forms a direct link between the County of Wentworth and the County of Waterloo, the Land Use proposals by the City of Galt and Suburban Planning

¹ Information provided by the City of Galt Planning Board, December, 1968.

Board adjacent to Highway No. 8 must be examined,

- (i) the Land Use proposals include the extension of commercial development along Highway No. 8 to the valley of a creek which drains westerly to the Grand River. To the south and east of this creek an area is indicated for residential development extending to the boundary between Lots 3 and 4 of Concessions IX and X of the Township of North Dumfries. This creek drains an area of three square miles in the north-westerly part of the Township of Beverly as shown in Figure 6 and as referred to in Section 2 of this Brief. The Council of the Township of North Dumfries passed a Zoning By-law No. 1289 and one amendment (By-law No. 1312) which By-law covers the entire Township. This By-law conforms with the Galt and Sub-urban Planning Area Perimeter Land Use Plan previously referred to. The By-law provides for commercial development in Lot 5, Concession X of the Township and residential areas as shown on Figure 44 extending into Lot 2, Concession IX of the Township, and
- (ii) the Existing Land Use Map contained in the said Official Plan, and which is dated April,

1955 is shown as Figure 40. This map indicates urban development extending south-easterly from the City of Galt along Highway No. 8 in the direction of the County of Wentworth. Very little development is indicated in Lots 1, 2 and 3 of Concession IX of the Township of North Dumfries which are in close proximity to the County of Wentworth boundary. A comparison of the 1955 Land Use, as shown in Figure 40, with the 1966 Land Use shown as Figure 41 which is a copy of Map No. 3 of the Waterloo Area Data Book shows that very little further development has occurred in the eleven-year period,

the extensions of the City of Galt limits to the north and northeast into an area that was part of the Township of Waterloo indicate, in our opinion, the desire by the Council of the City of Galt to expand the City in those directions as opposed to in the direction of the boundary of the County of Wentworth. Such extensions appear to be logical for the expansion of the City and the decision to annex in the northerly direction was probably influenced by the construction of Highway No. 401 between the Town of Preston and the Town of Hespeler. Since this Highway should have an important

influence on urban development in this area, it is considered that the south-easterly extension of the City of Galt toward and even into the County of Wentworth is unlikely for many years in the future. Therefore, although the Official Plan and Zoning By-law allow for residential development to occur along Highway No. 8, this development has not occurred as indicated by the Land Use Map for 1966, Map No. 3 of the Waterloo Area Data Book and the pattern of annexations by the City of Galt northerly to Highway No. 401 appears to favour urbanization in that direction.

(5) Other Factors Considered that we have considered are as follows:

- (a) Secondary School Facilities - The new Wentworth County School Board appears to be continuing, at least for the time being, an arrangement which existed prior to 1969 which involved the purchase of secondary school education for some students in the Township of Beverly through the North Dumfries High School Area Board which in turn purchased education from the Galt Board of Education. We are advised that approximately 175 students, as of September, 1968, from that part of the Township of Beverly lying to the west of the Hamlet of Rockton attend High School in the City of Galt,¹ and

¹ Information provided by the City of Galt High School Board, however, a description of the exact area in which the Beverly students reside is not available.

- (b) Hospitals Used by Residents of the Townships of Ancaster and Beverly - Table C-8 of The Hamilton-Burlington-Wentworth Local Government Review Data Book shows that the majority (54%) of the hospital cases in the Township of Beverly use Brantford hospitals, 19.8% use Hamilton hospitals, and 17.2% use Galt hospitals. These percentages indicate the influence on Beverly residents exerted by the proximity of hospital facilities in Brantford and Galt which are approximately four miles closer to the centre of the Township of Beverly than hospitals in the City of Hamilton. Residents of the Township of Ancaster, however, mainly use Hamilton's hospitals (86.2% of the Township's cases) and only 10.3% use Brantford hospitals, as shown in said Table C-8 of the said Data Book.

COMMENTS ON THE BRIEF SUBMITTED BY
THE CITY OF HAMILTON IN RESPECT OF
THE SOUTHERLY BOUNDARY OF THE PROPOSED
REGION.

11. (1) It is noted that the City of Hamilton in its Submission to the Steele Commission proposes in Map No. 1 of its said Submission that the Southerly limit of its recommended Region extend into Haldimand County, encompassing the Town of Caledonia, the westerly part of Seneca Township and the northerly part of Oneida Township with McKenzie Creek being used in part as the regional boundary as shown in Figure 34, hereinafter referred to as the subject area. This proposal is in part a reflection of the southerly extension of the "Umland of Hamilton", although it does not coincide with the limit of the Umland as defined by Peart,¹ as shown in Figure 25. As previously indicated in our Brief, we believe the southerly boundary of the proposed Metropolitan Wentworth Region should not be north of where it is shown in Figures 2 and 3 but possibly should be further south to and including the Grand River including all of the Town of Caledonia but the time and facilities available to us did not permit a thorough canvass of the area south of our proposed southerly boundary for the proposed Region. Consequently, we

¹ H. J. Peart op. cit.

believe we can state that we agree, in part at least, with the submission of the City of Hamilton in respect of its proposed southerly boundary of its proposed Region. We submit, therefore, the following information for the assistance of the Commission in respect of the City of Hamilton's proposed southerly boundary,

- (a) the Town of Caledonia lies in the Grand River Watershed, as shown in Figure 7, and, consequently in respect of utility systems, that is, water supply and sanitary sewerage, which would require separate systems from that of the proposed Metropolitan Wentworth Region, and
- (b) that there is no reasonable expectation for interdependent utility systems in the future because of the physical barrier of the water divider separating the Grand and Welland River Watersheds. In this respect studies by the Ontario Water Resources Commission have suggested that the Caledonia Area should be served from a regional water supply system serving a number of municipalities in Haldimand County and the Grand River Watershed. However, as previously stated, the drainage area is but one criterion to be considered in the determination of what is to constitute a Region and should not be given undue weight, but should be given the proper weight in the light of all

other factors calling for the application of criteria. Further, as previously stated the "Guidelines", the Smith Report as well as all other Works and Studies on the formation of a Region do not dictate that Regions be comprised of one drainage area or Watershed. We suggest the converse is the case in that a "Region" may be and should be comprised of more than one Drainage area or Watershed where the remaining criteria support the composition of the Region, and

- (c) that there are economic links between this area and the City of Hamilton, and the remainder of the proposed Wentworth Region, as shown in Figure 26, which, of course, is supported by Peart's study of "the Umland of Hamilton". We believe, on advice, that there are growing stronger economic influences from the proposed Metropolitan Wentworth Region including, of course, the City of Hamilton, and
- (d) that the subject area traditionally has been a slow growth rural area, with only rural service centres such as the Town of Caledonia, which provides in a limited way for the business needs of the surrounding agricultural community, but otherwise the needs are met, it is indicated, in the proposed Metropolitan Wentworth Region, and

- (e) that the future industrial and hydro electric power developments along Lake Erie in Haldimand and Norfolk Counties should be recognized as creating new needs because of the great possibility of expanded growth in these two Counties which we believe should possibly have available to it a Metropolitan Council such as is being proposed in our Brief for the proposed Metropolitan Wentworth Region which would be based on the experience and resources of the urban centred growth of our proposed Metropolitan Wentworth Region, and
- (f) that the boundary of the proposed Metropolitan Wentworth Region as set forth in Figures 2 and 3, runs through a predominantly rural area with a relatively low density of rural non-farm population, as shown in Figure 9. Map No. 3 of the Hamilton-Burlington-Wentworth Local Government Review Data Book indicates no urban Land Use projected for the area in the vicinity of the southerly boundaries of the Townships of Glanford and Binbrook. Consequently, on advice, the boundary, as shown on Figures 2 and 3, between the Counties of Wentworth and Haldimand was determined to be a suitable regional planning boundary and also a logical regional government boundary for the proposed Metropolitan Wentworth Region. It was also believed that

- (i) since the only urban community in the subject area - the Town of Caledonia - is approximately thirteen miles from the urban core of the proposed Metropolitan Wentworth Region and approximately three miles from the southerly boundary of the said Region, and
- (ii) since the area between the Town of Caledonia and the southerly boundary of the proposed Metropolitan Wentworth Region is predominantly low density rural development, as shown in Figure 9, such would provide a convenient buffer between the Metropolitan Wentworth Region and the Town of Caledonia.

ANALYSIS OF THE INCLUSION OF
THE WEST LINCOLN AREA IN THE
RECOMMENDED METROPOLITAN
WENTWORTH REGION

12. (1) The proposed Metropolitan Wentworth Region, as shown in Figure 3 attached hereto, includes the following Municipalities now in Lincoln County:

- (a) the Town of Grimsby, and
- (b) the Township of North Grimsby, and
- (c) the Township of South Grimsby, and
- (d) the Township of Caistor, and

The Mayo Commission,¹ in its study of local government in the Counties of Lincoln and Welland, reported on the external boundary of Metropolitan Niagara, and in this respect had little difficulty in establishing the northerly, easterly and southerly boundary of Metropolitan Niagara² which is a peninsula bounded by Lake Ontario, the Niagara River and Lake Erie respectively,

¹ Mayo, H.B. and Moore, C.F. Report of the Commission; Niagara Region Local Government Review; August, 1966.

² Metropolitan Niagara is the name given to the regional municipality proposed by the Mayo Commission in recommending a reorganized regional municipality embracing the entire Counties of Lincoln and Welland. See (2) below. It is also noted that the Minister of Municipal Affairs in a speech on January 23, in the Town of Niagara proposed the formation of the Regional Municipality of Lincoln and Welland which comprises the same area as recommended by the Mayo Commission.

as shown in Figure 50. We should state here that it is our understanding that the Mayo Commission had only one Brief or presentation placed before it from the Grimsby Area and Caistor, and we understand further that the said Brief was prepared and presented by the Reeve of North Grimsby and which we understand further reflected the Reeve's personal views. However, in considering the westerly boundary of Metropolitan Niagara where it adjoins the County of Wentworth, the Mayo Commission noted the strong influence of the City of Hamilton which lent support to a case for altering the westerly boundary of Metropolitan Niagara. In this respect Mr. Mayo states that:

"On the west the boundary is perhaps not so obvious and something of a case can be made for redrawing the boundary line, since the Grimsby area is to some extent within the orbit of the City of Hamilton."¹

Despite the linkages and interrelationships which prompted the above statement Mayo recommended that the historical boundary between the County of Lincoln and the County of Wentworth be maintained as the westerly boundary of Metropolitan Niagara because:^{2, 3}

".....government boundaries are to some extent arbitrary, and there would be minimum dislocation, at least for some years ahead, if the present western boundary were retained."

¹ Mayo et al, op. cit, p. 59

² Ibid; p 59

³ Ibid; Map 1, p. 60

We recognize that government boundaries are to some extent arbitrary and that alterations involve dislocation. We maintain, however, that there are other factors

- (a) which must be taken into account and which, as indicated in Mayo's report, definitely place the West Lincoln Area within the influence of the proposed Metropolitan Wentworth Region, and
- (b) which are of major significance in the delineation of the proposed Region and when taken together strongly support the case for the inclusion of the West Lincoln Area in the proposed Metropolitan Wentworth Region.

2. The inclusion of the West Lincoln Area in the proposed Metropolitan Wentworth Region rather than in the proposed Metropolitan Niagara Region as recommended by Mayo is based in part on the following factors, among others, set out in this section,

- (a) Road and Traffic Patterns, and
- (b) Home and Hospital Relationship, and
- (c) Home and Shopping Relationship, and
- (d) Home and Work Relationship, and
- (e) Municipal Services, and

We have also dealt with other reasons for including the West Lincoln Area in the proposed Metropolitan Region in the Sections 2, 3, 4, 5, 6 and 13 of our Brief and we accordingly refer your Commission to those Sections.

Roads and Traffic

(3) In respect of

- (a) Roads - the road links between the West Lincoln Area and the Study Area, as shown in Figure 14, are numerous. Three Provincial Highways carry the greatest volume of traffic and thus are the principal links between the West Lincoln Area and the remainder of the proposed Metropolitan Wentworth Region. These Highways are: the Queen Elizabeth Way and Highway No. 8 located between the Escarpment and Lake Ontario and Highway No. 20 above the Escarpment, as shown in Figure 5. Several local roads including county and township roads interconnect the West Lincoln Area with the remainder of the proposed Metropolitan Wentworth Region. Figure 13 delineates the Provincial Highways in the proposed Metropolitan Wentworth Region as well as adjoining Counties. The three Provincial Highways referred to in paragraph (a) of this sub-section are aligned in an east-west direction in the West Lincoln Area. However as they cross the easterly boundary of the West Lincoln Area these Highways diverge - the Queen Elizabeth Way parallels Lake Ontario, Highway No. 8 turns south-east and passes through Beamsville and Vineland, and Highway No. 20 turns south toward Welland and

Port Colborne, as shown in Figure 13. The diverging nature of these Highways tends to define the limit between the influence of the proposed Metropolitan Wentworth Region and the other centres to the east (i.e. St. Catharines and Welland). The divergence is partly caused by the position of the Niagara Escarpment, as shown in Figure 4, which has influenced the location of Highway No. 8 at its base and the broadening north-south distance between Lake Ontario and Lake Erie as one proceeds easterly from the Town of Grimsby to the Welland Canal corridor along which are situated other major urban centres of the Peninsula such as St. Catharines, Thorold, Welland and Port Colborne.

- (b) Traffic - A number of transportation studies have been carried out in the Niagara Peninsula. However only one of these studies, the Niagara Peninsula Planning Study,¹ dealt directly with the West Lincoln Area of concern in this section. For this reason specific reference has been made to only the Niagara Peninsula Planning Study which included the Counties of Lincoln and Welland and part of the County of Haldimand. The internal traffic zones which include the West Lincoln Area in the Niagara Peninsula Planning Study have been reproduced in Figure 46 and will be dealt with in

¹ Department of Highways; Niagara Peninsula Planning Study; 1964

this sub-section. Such traffic zones are statistical units for which data is collected which will facilitate analysis of traffic movements such as those vehicular trips made between zones or to destinations outside of the area encompassed by all the zones. Vehicular trips between selected areas of the West Lincoln Area and traffic zones throughout south-central Ontario and particularly the Hamilton-Burlington-Wentworth Area as given in Table 12.1 and Figure 24 are summarized as follows,

- (i) Traffic zones No's. 700, 702 and 703 comprising the Town of Grimsby and Township of North Grimsby as shown in Figure 46, - 84% of all external vehicular trips with either their origin or destination in zones Nos. 700, 702 and 703 are either to or from the remainder of the proposed Metropolitan Wentworth Region. Only 13% of all external trips are either to or from the remainder of Metropolitan Niagara, and
- (ii) Traffic zone No. 705 comprising the Smithville Area as shown in Figure 46 - 51% of all trips to and from zone No. 705 have either their origin or destination in the proposed Metropolitan Wentworth Region. Only 35% of all

external trips are to or from areas lying to the east of this zone while 12% are between zone 705 and Haldimand County to the south, and

- (iii) Traffic Zone No. 701 - Beamsville Area as shown on Figure 46 - 69% of all trips to and from Zone No. 701 have either their origin or destination in traffic zones to the east. Only 29% are in a westerly direction, and
- (iv) in its Study the Department of Highways revealed that little significant change will be reflected in the period to 1985 ¹. For example it is projected that 67% of all external trips from traffic zones 700, 702 and 703 in 1985 will be to areas in Wentworth County and the City of Hamilton. This compares with 68% in 1962. At the same time trips to St. Catharines as a percentage of all external trips will only increase from 6% to 7% which does not significantly alter the strong interdependence of the West Lincoln Area and the remainder of the proposed Metropolitan Wentworth Region, and

¹

HBW data Book, June 1968 Table C-5 Appendix C

(v) our advice is that an analysis of the Niagara Peninsula Planning Study shows, although there is no definite limit to the influence of the Study Area in terms of vehicular movements which show the destinations of trips made beyond the limits of each traffic zone shown in Figure 46, that

- (A) the Grimsby and Smithville areas that is Zones No's. 700, 702, 703 and 705 which contain the majority of the population (81%) of the West Lincoln Area are strongly oriented to municipalities lying to the west. This is shown by the fact that 84% and 51% of all trips either to or from these Areas are in a westerly direction, as shown on Table 12.1 and Figure 24, and
- (B) the influence of the proposed Metropolitan Wentworth Region appears to be less in the area immediately to the east of the West Lincoln Area that is the Beamsville Area in Zone 701, where only 2.9% of vehicular trips are in a westerly direction that is into the proposed Metropolitan Wentworth Region and it is therefore indicated from this aspect that the Beamsville area may be oriented mostly toward the east and in particular to the City of St. Catharines, and

on the basis of factors concerning the pattern of provincial highways and traffic movements which reveal between areas, we respectfully submit that the evidence supports the inclusion of the West Lincoln area in the proposed Metropolitan Wentworth Region and of the easterly boundary of the proposed Metropolitan Wentworth Region as delineated in Figure 2 of our Brief.

Home and Hospital Relationship

(4) Statistical data contained in Table C-8 of the Hamilton-Burlington-Wentworth Local Government Review Data Book provides statistics on the location where people lived and where they were hospitalized in 1966. A summary of the relevant statistics is given in Table 12.2 which shows that,

- (a) a majority (55.4%) of the total number of days spent in all hospitals by residents of the Town of Grimsby and the Township of North Grimsby is spent in the West Lincoln Memorial Hospital,¹ and
- (b) the majority (79%) of the total number of days spent by the residents of the Town of Grimsby and the Township of North Grimsby in other than the West Lincoln Memorial Hospital is spent in hospitals in the Study Area (in Hamilton and Burlington), and

¹ The West Lincoln Memorial Hospital is located on Main Street East in North Grimsby Township.

(c) only 7% of the total number of days spent by the aforementioned residents in other than the West Lincoln Memorial Hospital was spent in the hospital in St. Catharines which is approximately the same distance (18 miles) from the Town of Grimsby as the three hospitals in Hamilton and the hospital in Burlington are from the Town of Grimsby, therefore, indicating the much stronger dependence on hospitals in the remainder of the proposed Metropolitan Wentworth Region than on the St. Catharines hospital,

from the foregoing statistics for the year 1966, we respectfully submit that of the 44.6% of the days spent by residents of the Town of Grimsby and the Township of North Grimsby who did not use the local West Lincoln Memorial Hospital, a significant percentage (79%) of the days was spent in hospitals in the remainder of the proposed Metropolitan Wentworth Area. Although no statistics are provided for the Townships of South Grimsby and Caistor, Peart's Study of "The Umland of Hamilton, Ontario"¹ included a delineation of the area from which patients were drawn to Hamilton's hospitals,

¹ Helen J. Peart, The Umland of Hamilton, Ontario, B.A. Thesis, McMaster University, Hamilton, May, 1953.

as shown in Table 12.2, and such area included all of the West Lincoln Area even extending to a point about $4\frac{1}{2}$ miles east of Beamsville and about six miles east of the Hamlet of Smithville which is in the Township of South Grimsby. Because of the positive correlation between Peart's boundary, as shown in Figure 26, for Hamilton hospital patients and the foregoing data extracted from the Data Book for the Town of Grimsby and the Township of North Grimsby, it is reasonable to assume that the residents of the other two Municipalities of the West Lincoln Area, namely the Townships of South Grimsby and Caistor, also are serviced by the hospitals in the remainder of the proposed Metropolitan Wentworth Region.

Home and Shopping Relationship

(5) A survey carried out

- (a) during the summer of 1968 by the Department of Geography of the McMaster University under the direction of Dr. L. G. Reeds was designed to show a number of factors relating to community development in the Niagara Peninsula. Sample blocks randomly selected under Dr. Reeds' direction in the Townships of Saltfleet, North Grimsby and Clinton are shown in Figure 48. The survey discloses the information pertaining to the home and shopping relationship of the residents of these sample blocks as shown in Table 12.3.

This survey shows that all the residents in the seven sample blocks in the Township of North Grimsby who do not shop in the Town of Grimsby do their shopping in the City of Hamilton and Wentworth Region. None of the residents who were interviewed shopped in St. Catharines although the most easterly block (Block No. 11 on Figure 48), is about two miles closer to downtown St. Catharines than downtown Hamilton. Although there is no information available on the shopping pattern of residents of Clinton Township, it may be assumed that the shopping trips have a positive correlation with the pattern of work trips as previously reviewed, therefore, possibly showing a linkage with St. Catharines and as a result reinforce the contention contained in our Brief in respect of the south-easterly boundary of the proposed Metropolitan Wentworth Region, and

- (b) in 1968 as an integral part of the Grimsby Beach Urban Renewal Scheme in North Grimsby Township is summarized in Table 12.4. The sample contains information based on interviews of approximately one hundred and ten families in the Grimsby Beach Area which is located east of the Town of Grimsby and is bounded by the Queen Elizabeth Way, Baker Road, Lake Ontario and Park Road. The 25% of the

residents who reported that they did other than grocery shopping in Hamilton compared with only 2% who shopped in St. Catharines is indicative of the retail trade influence of the City of Hamilton although St. Catharine's downtown area is about two miles closer to Grimsby Beach than the downtown area of Hamilton,

the home and shopping relationship established in the above surveys emphasizes the interdependence of the Town of Grimsby and the Township of North Grimsby with the remainder of the proposed Metropolitan Wentworth Region. The surveys show that a maximum of 25% of North Grimsby's residents were attracted to the Hamilton and Wentworth Region for other than grocery shopping in comparison with the 2% attracted to St. Catharines. On the basis of the survey information set out in this sub-section, we respectfully submit that there is a much stronger interdependence between the Town of Grimsby and the Township of North Grimsby in the West Lincoln Area with the remainder of the proposed Metropolitan Wentworth Region, than with any area to the east. Based on the fact that the Townships of South Grimsby and Caistor are almost entirely included within the Eaton's delivery area (the downtown Hamilton department store) as shown in Figure 26, they are almost entirely within the "Umland of Hamilton" as delineated by Peart in Figure 25 and their external trips are more closely

interrelated with the remainder of the proposed Metropolitan Wentworth Region. We submit, therefore, that the majority of the territory in such Townships falls more under the dominance of the Hamilton Wentworth retail trade area than under St. Catharines.

Home and Work Relationship

- (6) The surveys referred to in sub-section (5) of this section also provided information on the relationship between home and work. From these findings as set out in Table 12.5 we conclude that a maximum 40% of the labour force of the Township of North Grimsby was employed in the Town of Grimsby. At the same time it is estimated that a minimum of 27% and possibly 60% of the Townships's labour force was employed in the remainder of the proposed Metropolitan Wentworth Region, therefore, indicating, we submit, the much stronger dependence on employment opportunities in the said proposed Region than in the St. Catharines area which only employs 8% of the interviewees of the Grimsby Beach Area. From the fact that there is a decrease in the percentage of the interviewees of Clinton Township when compared with North Grimsby Township (60% of non-farm residents from North Grimsby work in the Study Area

while only 20% of non-farm residents from Clinton Township work in the Study Area) who are employed in the Study Area, leads one to conclude that the dominance of the proposed Metropolitan Wentworth Region may decrease in the Municipalities east of the boundary between the Townships of Clinton and North Grimsby. This fact also supports our conclusion that the boundary between the Townships of North Grimsby and Clinton is the most logical southeasterly boundary for the proposed Metropolitan Wentworth Region.

Newspaper Circulation

- (7) Newspaper circulation in the West Lincoln Area as set out in Table 12.6 establishes the close relationship with the proposed Metropolitan Wentworth Region. It is clear from these statistics that the West Lincoln Area relies to a very large degree on the proposed Metropolitan Wentworth Region (Hamilton Spectator) for its newspaper coverage. We submit that from these statistics there is a strong economic interdependence between the West Lincoln Area and the remainder of the proposed Metropolitan Wentworth Region, and that these statistics give further support to the southeasterly boundary of the proposed Metropolitan Wentworth Region as submitted in our Brief.

Municipal Services

(8) In respect of

(a) Water Supply - Figure 19 delineates the boundaries of the areas in the proposed Metropolitan Wentworth Region which, in 1968, were serviced with public water. In respect of that part of the proposed Metropolitan Wentworth Region included in the Towns of Stoney Creek and Grimsby and the Townships of Saltfleet and North Grimsby Figure 19 shows that the Township of Saltfleet obtains all of its public water for the area lying below (north of) the Escarpment,

- (i) for the area west of the line between lot 8 and lot 9 from the City of Hamilton, and
- (ii) for the area east of the line between lot 8 and lot 9 from the Township of North Grimsby which purchases the water from the Town of Grimsby since the Township of Saltfleet has no water intake facilities. (It is noted that the water system in the easterly part of the Township of Saltfleet is not shown on Map No. 4 of the Hamilton-Burlington-Wentworth Local Government Review Data Book),

thus we submit that, from the foregoing and from

Figure 19, there is interdependence between the urbanizing areas of the Township of Saltfleet and North Grimsby with respect to water supply in the Lake Plain area between the Escarpment and Lake Ontario and that further urbanization of this area between the Escarpment and Lake Ontario as shown in Map No. 3 of the said Data Book and in Figure 19 will require expanded water supply systems in the Municipalities of the Town of Grimsby, the Township of North Grimsby, the Township of Saltfleet, and the City of Hamilton. Although, to our knowledge, no long term agreements have been negotiated between these Municipalities, it is assumed, and we submit such is a reasonable assumption, that the existing intramunicipal servicing pattern will reflect the future servicing pattern in connection with the provision of public water throughout the proposed Borough of Stoney Creek - Grimsby. This assumption is based further on preliminary studies and on the fact that the Townships of Saltfleet and North Grimsby do not intend to construct their own water intake facilities in the foreseeable future and on the fact that discussions with officials from the Town of Grimsby and the Township of North Grimsby indicate that expansions to the distribution system will be based on the existing servicing pattern. We respect-

fully submit and emphasize the inclusion of the Town of Grimsby and the Township of North Grimsby in the proposed Metropolitan Wentworth Region would have the following advantages in connection with the provision of public water to a rapidly urbanizing sector of the proposed Region as indicated in Figure 17,

- (i) would provide a broader financial base, as indicated later in our Brief, for the proper planning and development of one large, well-equipped organization (at the present time the major components of the distribution systems such as trunk mains and reservoirs are not planned on an overall basis) and at the same time it would allow an important part of the proposed Metropolitan Wentworth Region to develop in an orderly and logical manner as an integral part of the entire region, and
- (ii) it would eliminate present duplication of administration, billing and maintenance facilities. In this respect the three Municipalities - the Town of Grimsby, the Township of North Grimsby and the Township of Saltfleet - are presently involved in expanding, operating and maintaining the distribution system and in processing periodic billings of the water which is supplied by one of the Municipalities -

the Town of Grimsby, and

- (b) Sanitary Sewerage - three of the Municipalities, that is the Town of Grimsby and the Townships of North Grimsby and South Grimsby, in the West Lincoln Area have installed sanitary sewerage systems. These municipalities operate independent sewerage systems, as shown in Figure 20. Although the Town of Grimsby operates a sewerage system which serves its entire urban area, the treatment facilities are inadequate.¹ The Township of North Grimsby's sewerage system serves only approximately 15% of its total population while the remaining 85% depend on private septic tank disposal systems. We respectfully suggest that the concern for inadequate treatment and collection systems prompted the Ontario Lakefront Municipalities in the Niagara Peninsula between the Township of Saltfleet and the City of St. Catharines to request the Ontario Water Resources Commission to undertake a study of the servicing characteristics of the entire Peninsula. Only the general recommendations resulting from the study were published in November, 1966.² These recommendations as they affect the servicing of the area north of the

¹Ontario Water Resources Commission; County of Lincoln Sewerage and Sewage Treatment Programme: November 1, 1966, Page 5.

²Ibid

Escarpment and between the Township of Clinton and the City of Hamilton have been reproduced in Figure 47. The specific trunk sewer locations and other facilities which are required are now under design and no specific information in this respect was available from the Ontario Water Resources Commission. We respectfully submit, on advice, that an analysis of these general recommendations, we submit leads to no other conclusion than that the Town of Grimsby and the Townships of North Grimsby and Saltfleet will become more interdependent with respect to sewage treatment as the proposed regional sewerage system is extended to service these Municipalities. We submit, therefore,

(i) that the inclusion of the Town of Grimsby and the Township of North Grimsby in the proposed Metropolitan Wentworth Region would be beneficial not only to such Municipalities but to the proposed Region since it would facilitate the planning and development of the proposed regional sewerage system, that is, as proposed by the Ontario Water Resources Commission in 1966¹ by including the Town of Grimsby and the Town-

¹ Ibid.

ships of North Grimsby and Saltfleet within one regional governmental unit, and

- (ii) that the inclusion of the Town of Grimsby and the Township of North Grimsby in the proposed Metropolitan Wentworth Region would facilitate the co-ordination of the sewerage system with the planned development in this urbanizing area which extends from the easterly limit of Hamilton to the easterly limit of North Grimsby Township and between the Escarpment and Lake Ontario ("Lake Plain"). Figure 17 and Figure 49, in conjunction with Map 5 of the Hamilton-Burlington-Wentworth Local Government Review Data Book, show the extent of urbanization in this part of the proposed Metropolitan Wentworth Region and show the contrast between the density of population on the "Lake Plain" with that above the Escarpment. These Figures not only indicate the similarity in Land Uses between the the West Lincoln Area and the adjoining Municipalities in Wentworth County but also help to indicate the necessity of co-ordinating utility extensions and land use planning in the urbanizing area of this part of the proposed Metropolitan Wentworth Region.

Conclusion

(9) We respectfully submit, therefore, that the Town of Grimsby, the Township of North Grimsby, the Township of South Grimsby and the Township of Caistor, should be included in the proposed Metropolitan Wentworth Region on the following grounds, among others,

(a) which have been discussed in this Section

(i) the significant interchange of trips between the remainder of the proposed Metropolitan Wentworth Region and the said four Municipalities, and

(ii) the dependence on the remainder of the proposed Metropolitan Wentworth Region for a wide range in services including, among other things, hospital, shopping and work facilities, and

(iii) the present and potential agreements involving municipal services (i.e. water supply and distribution and sewerage works) Particularly in the rapidly urbanizing Lake Plain area, and

(b) which have been discussed in other sections of this Brief,

(i) the impact on the remainder of Lincoln

County and the proposed Niagara Region would be minimal in terms of lost population and assessment, and

- (ii) the financial impact which is very difficult to determine, but which because of the relatively small debt of these Municipalities in relation to Lincoln County, the Niagara Region or Wentworth County, is unlikely to be significant, and
- (iii) the historical links which show the associations between the West Lincoln Area and the Study Area, and
- (iv) Land Use Patterns and Development Trends which show inter-relationships between the West Lincoln Area and the Study Area, and
- (v) the inter-relationships established by H.J. Peart¹ in her study of the "Umland of the City of Hamilton" which provides evidence of economic interdependence between the West Lincoln Area and the remainder of the proposed Metropolitan Wentworth Region.

¹Helen J. Peart, The Umland of Hamilton, Ontario, B.A. Thesis, McMaster University, Hamilton, May, 1953.

IMPACT ON THE REMAINDER OF THE COUNTY
OF LINCOLN AND THE REGIONAL GOVERNMENT
COMPRISING THE COUNTIES OF LINCOLN AND
WELLAND OF THE INCLUSION OF THE WEST
LINCOLN AREA IN THE RECOMMENDED METRO-
POLITAN WENTWORTH REGION

13. (1) The easterly boundary of the proposed Metropolitan Wentworth Region includes all of the proposed Borough of Grimsby and part of the proposed Borough of Lincoln as set forth in the Mayo Report¹ as shown in Figure 50. The inclusion of this area, that is, the Town of Grimsby and the Townships of North and South Grimsby and Caistor, hereinafter referred to as the West Lincoln

¹ The Mayo Commission recommended that the existing municipalities in Lincoln and Welland Counties be reorganized into twelve cities (4) and boroughs (8), (Figure 50). Mayo recommended that the four western municipalities of Lincoln County be combined to form two boroughs as follows:-

(a) Borough of Grimsby
comprising the Town of Grimsby and the Township of North Grimsby

(b) Borough of Lincoln
comprising the Township of Caistor, the Township of Gainsborough and the Township of South Grimsby.

It is noted that the Minister of Municipal Affairs, in an address at the Town of Niagara on January 23, 1969, recommended that the Counties of Lincoln and Welland be joined to form "The Regional Municipality of Lincoln and Welland" with 12 local municipalities as set out in Figure 51. It is noted that in respect of the boundaries of the local units of government in the vicinity of the West Lincoln Area, Mayo's and the Minister's recommendation are the same. Because of this similarity in respect of West Lincoln Area the comments in this section also pertain to the Minister's recommendation.

Area will affect the County of Lincoln and a regional government comprising the Counties of Lincoln and Welland in certain respects. The following aspects have been considered,

(a) in respect of Lincoln County;

- (i) the West Lincoln Area represents only 12.6% of the population and 11.6% of the provincially equalized assessment of Lincoln County as shown in Table 13.1, and
- (ii) the per capita assessment (\$6,251) of the West Lincoln Area is lower than the per capita assessment (\$6,841) in Lincoln County, as shown in Table 13.1, and
- (iii) the proportion of commercial-industrial assessment to total taxable assessment (18.6%) in the West Lincoln Area is lower in the County of Lincoln (29.6%) as shown in Table 13.1, and

(b) in respect of Regional Government comprising the Counties of Lincoln and Welland,

- (i) the West Lincoln Area represents only 5.7% of the population and 5.0% of the Provincially equalized assessment of the Metropolitan Niagara Counties of Lincoln and Welland, as shown in Table 13.1, and
- (ii) the per capita assessment (\$6,251) in West Lincoln is lower than the per capita assessment

in Metropolitan Niagara (\$7,178), as shown in Table 13.1, and

- (iii) the proportion of commercial-industrial assessment (18.6%) in West Lincoln is lower than in Metropolitan Niagara (38.8%) as shown in Table 13.1.

(2) We respectfully submit, therefore,

- (a) in respect of population and assessment, that the affect on the remainder of Lincoln County of the inclusion of the West Lincoln Area, that is, Grimsby, North Brimsby, South Grimsby, and Caistor, in the proposed Metropolitan Wentworth Region, is not significant since the said Area represents only 13% of the population of Lincoln County and only 6% of the combined Counties of Lincoln and Welland. Furthermore, the assessment per capita and the commercial-industrial proportion in the said Area is relatively low, both Lincoln County and the combined Counties of Lincoln and Welland are in a slightly more favourable position without the said Area
- (b) that the affect on the internal structure of the Local Municipalities in Lincoln County as it presently exists would be significant to the extend that the West Lincoln Area comprises four complete political entities, that is, the Town of Grimsby

and the Townships of North and South Grimsby and Caistor. The affect on the proposed internal structure recommended by the Mayo Commission for Metropolitan Niagara, however, would be such that the loss of the West Lincoln Area would eliminate the entire Borough of Grimsby but only a part of the Borough of Lincoln. The loss to the Metropolitan Niagara Region of the Townships of Caistor and South Grimsby would seriously affect the viability of the proposed Borough of Lincoln. The Townships of South Grimsby and Caistor represent 61.5% of the population and 66.1% of the equalized assessment of the proposed Borough of Lincoln, as shown in Table 13.2. The Township of Gainsborough which would be the only remaining portion of the Borough of Lincoln - has only 2,856 people and therefore, would not meet, among other things, the Honourable Minister of Municipal Affairs' criterion of a minimum population of 8,000 persons for local municipalities in regional government units¹. We respectfully submit, therefore,

- (i) that consideration be given by the Government of Ontario to attaching or amalgamating the Township of Gainsborough with one of the adjoining Boroughs in the Metropolitan Niagara

¹ Source: Statement by the Honourable W. Darcy McKeough, December 2, 1968.

Region. For the assistance of your Committee and of the Government of Ontario Table 13.2 has been prepared and allocated in order to show the affect on the population and the total and per capita assessment of combining the Township of Gainsborough with each of the three adjoining Boroughs, and

- (ii) that from a preliminary analysis the amalgamation of the Township of Gainsborough with the Borough of Wainfleet (Township of Wainfleet) produces the most advantageous union because,
 - (A) it would produce a Borough with a population of 7,900 persons which would more closely meet the minimum population of 8,000 recommended by the Minister of Municipal Affairs for local units of government than does the present Borough of Wainfleet with a population of 5,044 persons, and
 - (B) it would increase the financial base of the Borough of Wainfleet by increasing the equalized taxable assessment by \$15,290 or 47 percent, and
 - (C) it combines two predominantly rural municipalities, as shown in Figure 9, which have not been subject to urban pressures

comparable with those experienced by the proposed Boroughs of Fonthill or Beamsville as indicated by the population in Table 13.2.

COMMENTS ON THE REGIONAL GOVERNMENT
UNITS PROPOSED BY THE ONTARIO
COMMITTEE ON TAXATION IN RESPECT OF
THE METROPOLITAN WENTWORTH REGION
AS PROPOSED IN THIS BRIEF

14. (1) The Smith Committee, in its Report recommended, or suggested, among other things, in respect of the delineation of Governmental Regions the application of certain criteria.¹ The proposed Regions shown on Map No. 1, which we are advised is also not strictly accurate, of the Report of the Smith Committee are not justified or discussed in the text of the Report and were not based, we are advised, on any detailed studies of the Metropolitan Wentworth Region as proposed in our Brief. However, Figure 53 shows the relationship of such proposed Regions to the existing municipalities in the proposed Metropolitan Wentworth Region as set forth in our Brief.

(2) The proposed Metro Hamilton Region as set out in Map No. 1 of the Report of the Smith Committee

(a) appears to exclude

(i) certain parts of Wentworth County, that is, the Village of Waterdown, the Township of East Flamborough, and west part of the Township of Beverly, the west part of the

¹ The Ontario Committee on Taxation, op. cit., Map No. 1 opposite p. 510.

Township of Ancaster, all of the Township of Binbrook and the southeast part of the Township of Saltfleet.

(ii) the Town of Burlington except the Aldershot area and

(iii) the four West Lincoln Area municipalities, that is, the Town of Grimsby and the Townships of North Grimsby, South Grimsby and Caistor, and

(b) appears to include much of the easterly part of the Township of Saltfleet in the Metro Niagara Region, which was not so recommended in the Report of the Mayo Commission on the Niagara Region and which was not so recommended or proposed by The Honourable Minister of Municipal Affairs on January 23, 1969 in respect of the proposed Regional Municipality of Lincoln and Welland as shown on Figure 51, appears to follow the boundary of the Drainage Area or Watershed of the Grand River and then appears to depart from that principle in establishing the boundary with the Four-Cities Urban Region.

(3) We respectfully submit

(a) that the described areas which appear to be proposed for exclusion by the Smith Committee on the basis of Map No. 1 of the Report are a logical part of

- the proposed Metropolitan Wentworth Region for the reasons we have already discussed in Section 6, 7, 8, 9, 10, 12 and 13 of our Brief, and
- (b) that the assigning of the southwest and southeast parts of the County of Wentworth, the Township of Caistor and part of the Township of South Grimsby, as shown in Figure 53, to the Grand River "County" Region does not have a sound basis because of the reasons we have set out in Sections 6, 10, 12, and 13 of our Brief, which particularly dictate that such areas are part of the Wentworth area of influence and should be in the proposed Metropolitan Wentworth Region, and
- (c) that the manner in which the Township of East Flamborough and most of the Town of Burlington, as well as the northwest part of the Township of Beverly, are included in an Inter-Metro Urbanizing Region fails to recognize the historic, geographic and economic ties, which ties were emphasized by the Smith Committee in its Report, between such areas and the Wentworth Region which have been discussed fully in Sections 6 to 9 inclusive of our Brief, and
- (d) that an area of about 18 square miles in the northwesterly part of the Township of Beverly,

including the Hamlet of Sheffield, has been attached to the proposed Four-Cities Metro Region, presumably because of interaction between this part of Wentworth County and the City of Galt. However, this cannot be justified, in that, among other things, only about 3 square miles of such area could be serviced eventually with sewers by gravity towards the City of Galt because of the location of the Grand River Watershed, as we discussed in Section 2 of our Brief. In addition, Section 10 outlines the reasons for using the present County boundary in this area as the boundary for the proposed Metropolitan Wentworth Region.

(4) We respectfully submit further

(a) that the dismemberment of the proposed Metropolitan Wentworth Region into three Metropolitan Regions, an Inter-Metro Region and a County Region as appears to be the case in Map No. 1 of the Smith Report, violates, in our opinion, the community, balance, functional and co-operation criteria, which, as you know, was recommended by the Smith Committee in its Report, for the following reasons, among others -

(i) the sense of community particularly in the

- case of the Metro Niagara, Grand River and Inter-Metro Regions cannot be demonstrated, in fact, there appears to be a total disregard for the sense of community which we have described in Section 6 of our Brief, and
- (ii) the rural and urban interests are not balanced but separated by the proposed regional boundaries as shown by the exclusion of southwest Beverly, west Ancaster, Binbrook, Caistor and parts of Saltfleet and South Grimsby, and
 - (iii) Region-wide benefits would be difficult to achieve within the restricted limits of the Metro Hamilton Region, as shown on Map No. 1 of the Smith Report, with its population of only 335,000 compared with 466,000 for The Metropolitan Wentworth Region, as proposed in our Brief, and
 - (iv) co-operation within the Study Area, such as has been evidenced in the past, for example, amongst the municipalities of Wentworth County, between Wentworth County and the City of Hamilton and between certain municipalities in the County of Wentworth and certain municipalities in the Counties of Halton and Lincoln

would be curtailed if new regional alignments are established as appear to be indicated on Map No. 1 of the Smith Committee Report.

(b) that in view of the declared policy of the Government of Ontario, as set forth on Page 4 of the "Guidelines for Regional Governments" which were presented to the Legislature of Ontario on December 2, 1968, that is, "to establish urban centred regions to include the surrounding areas which share social, economic and physical services." The Regions outlined on Map No. 1 of the Smith Committee Report in respect of the Study Area do not conform

(i) with the said policy of the Government of Ontario and which we discussed in Section 6 of our Brief, or

(ii) with the other criteria established in the said "Guidelines" referred to in paragraph (b) of this sub-section and discussed in further detail in Section 6 of our Brief.

COMMENTS ON THE REGIONAL GOVERNMENT RECOMMENDATIONS
BY THE BECKETT AND WHITE COMMITTEES

15. (1) Fourth and Final Report of Select Committee (Beckett Committee)¹ on The Municipal Act and Related Acts, March, 1965 - In its Fourth and Final Report, the Beckett Committee made a series of recommendations concerning regional government² which the Committee summarized, in effect, as follows;

- (a) that larger units of local government, designated as "regional", be established with suitable boundaries having consideration to population, assessment, logical planning areas, watersheds and economic and social conditions, and
- (b) that as a practical start the county in whole or in part or with additions thereto, be adopted as the basic unit of regional government, and
- (c) that cities and separated towns be included in the regional governments, and
- (d) that the qualifications for election to the regional councils be the same as for election to municipal councils, and

¹ Fourth and Final Report of Select Committee on The Municipal Act and Related Acts, March, 1965.

² Ibid, PP. 167-185.

- (e) that the members of the regional councils be elected directly by the people on the basis of wards, which should be, as nearly as possible, equal in populations, and
 - (f) that the term of office of the members of the regional councils be not less than three years, and
 - (g) that a regional council should elect one of its members as its head who should hold that office throughout his term, and
 - (h) that the regional council be given the powers of assessment, taxation, planning, arterial roads, public health, hospitals, welfare and policing, and
 - (i) that the regional council may assume any storm and sanitary trunk sewer, sewage treatment plant, trunk water main, water purification plant, regional type park and fire services and equipment for all or part of the larger area.
- (2) In view of the Ontario Government's acceptance of the criteria of the Report of the Smith Committee and prescribing of three additional criteria,
- (a) it would appear that the recommendations of the Beckett Committee as set forth in paragraphs (a) and
 - (b) of sub-section (1) of this Section, have been

adopted as a matter of Government policy. It would appear that there is acceptance of the application of certain criteria in the establishment of regional government, and acceptance of the principle of including cities and separated towns within regional government. We respectfully submit, as set out in Section 6 of our Brief that we approve of a region which complies, so far as is possible, with the criteria as prescribed in the "Guidelines for Regional Government". However, we should state that the criteria as set forth in paragraph (b) of sub-section (1) of this Section has not always been followed as a matter of policy by the Government of Ontario, although the county has been used as a unit for local government review purposes in such areas as Carleton, Halton-Peel, Lincoln and Welland, Brant, Waterloo and Wentworth and as such is an indication that the county is accepted as a starting point for discussion and analysis purposes and we agree with this principle. It should be recognized that not all counties, and here we do not include the County of Wentworth, in the Province of Ontario are satisfactory as a unit of regional government by reason of inadequate population and assessment, or lack of geographic, economic or social cohesion which is implicit in the Beckett Committee's first

recommendation. These difficulties are also noted by the Smith Committee in considering County Regions¹, and

- (b) that in respect of the Recommendation as set forth in paragraph (e) of sub-section (1) of this Section we, for that reason among others, do not recommend, at least in the initial stages of development, the direct election of regional council members because it is the County's opinion that, in the recommended two-tier governmental system, it is preferable that the regional representatives be the elected heads or other elected members of the local councils which comprise the Region in order to foster co-operation and promote direct liaison between the regional and local councils. We are of the opinion that such co-operation and liaison would be made more difficult if the regional council is directly elected. It appears to us that the recommendation, as set forth in paragraph (d) of sub-section (1) of this Section, applies if direct election of the regional council is involved, therefore, we believe it is unnecessary for us to comment on this recommendation, and

¹ Ontario Committee on Taxation, Chapter 23, Paragraphs 74-5.

- (c) that in respect of the recommendations as set forth in paragraphs (f) and (g) of sub-section (1) of this Section, we believe such are desirable and acceptable in order to promote greater continuity for a regional council so that it will have a reasonable period of time in which to formulate and carry out the more complex operation of a regional government. We believe that the election of the Head of the Regional Council by the Council itself is essential to co-operation and proper functioning of the unit. This is not intended to be an objection or affront to the Provincial Government's appointment of the first head or Chairman of a regional council as in the case of Ottawa-Carleton and as proposed for the Peel-Halton and Lincoln and Welland Regional Municipalities. However, we do believe if the Government of Ontario decides to make the first appointment of the Head of the Regional Council such appointment should be made only after discussion with and the consent of the Municipalities involved in the Region, and
- (d) that in respect of the recommendations as set forth in paragraphs (h) and (i) of sub-section (1) of this Section, we believe and we accordingly

respectfully submit that, among other things, the proposed Region should have additional regional functions such as debenture borrowing, public transportation, education, housing and redevelopment, civil defence, waste disposal, licensing of trades and businesses, traffic control systems on Metropolitan roads, and the administration of justice to the extent not assumed by the Province. The Beckett Committee noted, however, that its list was only basic and that certain other services might be assigned following a study, in effect, of the area,¹

we respectfully submit that the regional functions as specified must be determined and tailored for and to suit each region. However, there are basic regional functions set forth by The Honourable Minister of Municipal Affairs in the "Guidelines for Regional Government" of December 2, 1968. We agree that, in the main, the items so described should be regional functions, and we respectfully submit further, that since the main purpose of Part 1 of this Brief is to establish and justify the delineation of what should constitute the Metropolitan Wentworth Region, we have complied with

¹ Fourth and Final Report of the Select Committee on The Municipal Act and related Acts, March, 1965.

the Recommendation as set forth in paragraphs (a), (b) and (c) of the Report of the Beckett Committee in the delineation of the said Region, and in addition, we have complied with the more definitive criteria prescribed in the "Guidelines for Regional Government" as presented to the Legislature of Ontario on December 2, 1968 and which we understand is the policy of the Government of Ontario.

White Committee Report¹

(3) The Report of the Select Committee (White Committee) reviews the recommendations made by the Smith Committee on regional government.² The White Committee endorses, in effect,

- (a) the Smith Committee's concept of regional government, and
- (b) the criteria of the Smith Committee for the delineation of regional government areas, and
- (c) the general rule of a two-tiered governmental structure but with a one-tiered system in particular areas, and

¹ The Report of the Select Committee of the Legislature on the Report of the Ontario Committee on Taxation, entitled "Taxation in Ontario: A Program for Reform", September 16, 1968

² Op. Cit., Chapter 23.

- (d) the allocation of regional functions, and
- (e) various other recommendations made by the Smith Committee

the White Committee disagreed, however, with the Smith Committee's proposed division of areas of the Province into various types of regions, and in particular with the separation of rural and urban areas which the White Committee stated, on page 148, is "wrong in principle". We have set out in Section 14 of this Brief our reasons for opposing the proposed regions in the Smith Committee's Report in respect of the area, shown on Map 1 of that Report, in the Metropolitan Wentworth Region. In Section 6, among others, of our Brief we presented detailed reasons for proposing the particular regional boundary of the proposed Metropolitan Wentworth Region. We endorse the principle of the urban-centred region which is in accord with the views of the White Committee on the Smith Committee's recommendations. We respectfully submit, therefore, that the reorganization of local government which is recommended in our Brief also conforms with the recommendations of the White Committee.

COMMENTS ON THE FOUR "GOALS PLANS"
OF THE METROPOLITAN TORONTO AND
REGION TRANSPORTATION STUDY IN
RESPECT OF THE PROPOSED METRO-
POLITAN WENTWORTH REGION

General

16. (1) In December, 1962, the Government of Ontario issued
Order In Council 4092/62 which reads as follows:

"Upon the recommendation of the Honourable
Minister of Transport, the Committee of Council
advises the formation of a committee to study
and report on an overall transportation policy
for Metro Toronto and surrounding municipalities.¹

"The Metropolitan Toronto and Region Transporta-
tion Study has dealt with an area of 3,200 square
miles which includes such substantial communities
as Hamilton and Oshawa. These were studied as the
extremities of major transportation corridors into
Toronto, and not to evaluate their internal trans-
portation conditions. Nevertheless, it is
expected that the policies and programs arising
from MTARTS will apply to metropolitan centres
throughout Ontario where conditions of urban trans-
portation are similar in character if not in scale
to those in MTARTS region."²

MTARTS Study Area

- (2) Figure 21 shows the westerly part of the MTARTS study
area and the regional analysis units used in compiling
data for the study. The MTARTS study area includes
the Town of Burlington and the urbanizing portions of
Wentworth County but excludes portions of the adjoining
Townships of Saltfleet, Binbrook, Glanford, Ancaster,

¹ MTARTS, Transportation for the Regional City,
Statement of Principles and Recommendations,
Third Report of a Series; November, 1967.

² Ibid., see Section entitled "Introduction and
Principles".

Beverly and West Flamborough. It will be noted that the MTARTS study area did not include the West Lincoln Area.

(3) The MTARTS study was organized into four components as follows,

(a) transportation, financing and administration,
and

(b) regional development plan, and

(c) review of transportation plans, and

(d) commuter rail demonstration project,¹

it should be noted that none of these components has direct applicability to or is particularly concerned with the affect of regional government. We respectfully submit, therefore, that the MTARTS study has little or no relevance to our proposals for a governmental Region as contained in our Brief. If the said study has any relevance at all it is of an indirect nature. We respectfully suggest that this study is primarily concerned with a Metropolitan Toronto centred Region and, therefore, does not pertain directly to the proposed Metropolitan Wentworth Region. In fact, as indicated, the study area does not completely cover the proposed Metropolitan Wentworth

¹ MTARTS Choices for a Growing Region Second Report of a Series; November, 1967; p.1.

Region but only that portion of the proposed Metropolitan Wentworth Region that is in the extreme southwesterly corner of the MTARTS study area as shown in Figure 21. Subject to the described qualifications and limitations in respect of the application of the MTARTS study to the area under study in our Brief,

- (a) data on traffic movement and the patterns in respect of their influence on the establishment of the regional boundary has been examined and was discussed in Section 7 of our Brief, and
 - (b) the possible future Land Use Patterns in the part of Metropolitan Wentworth comprising a part of the MTARTS study area have been reviewed to establish the impact on the proposals contained in our Brief, in particular sub-section (4) of this Section.
- (4) A number of possible future Land Use Plans - one "Trends Plan" and four "Goals Plans" - were formulated as an integral part of developing a sound concept of future regional growth.¹

¹ Ibid, p.3

"The consolidated municipal plans map, modified to 2000 A.D. by future residential and industrial land requirements, was called the Trends Plan inasmuch as it depicts the approximate form of the region if past trends and present policies continue. It does not show absolute limits to urban development in 2000, but outlines a range of land area necessary to accommodate the forecast population at possible variations in residential density",¹ and

"The examination of the Trends Plan indicated that in certain respects it fell short of attaining the regional goals. Four different ways of overcoming the identified deficiencies, ways rooted in the conditions of the region were worked out. These are the alternative Goals Plans for the year 2000 - I, II, III, and IV.

"Goals Plan I, as shown in Figure 54.1 and Goals Plan II, as shown in Figure 54.2, are alternative forms of a regional lakeshore city developed along transportation corridors. Goals Plan III modifies this form by the introduction of an inland transportation corridor. Goals Plan IV suggests a system of new towns that are satellites to the major urban complex along the lakeshore."^{2, 3}

MTARTS Study -
Conclusions

(5) Each of the Plans was evaluated as follows,

"An initial evaluation was made of both the Trends and Goals Plans. Each was rated in terms of the degree - strong, moderate or weak - of their realization of each of the regional goals. The results are summarized in chart form. The stage is set for a more rigorous analysis of alternative plans by transportation, utility, education and other government agencies."⁴

¹ Ibid, p. 4

² Ibid, p. 5

³ A more detailed review of the four Goals Plans in respect of their effect on Metropolitan Wentworth is contained in a memorandum from the HWPAB: December 9, 1968; HWPAB File No. 4462

⁴ MTARTS op. cit., p. 5

Based on this evaluation, Goals Plan I is the most desirable.¹ Goals Plan II, a variation of Plan No. I, also has a very high rating.^{2,3} Goals Plan III has a lower rating⁴ in respect of the twelve criteria while Goals Plan IV provides a more dramatic solution to future development in the MTARTS Region in the attempt to create arc cities of Guelph, Orangeville, Alliston and Barrie.⁵ Goals Plans No. I and II - the most desirable plans - are similar in their treatment of the Hamilton-Burlington sector. Both plans indicate

- (a) the development of three sub-regional centres and one local centre in the southwestern sector of the MTARTS Region in the following manner,

<u>Centre</u>	<u>Population in Year 2,000</u>
Hamilton (Subregional)	500,000 plus
Burlington (Subregional)	200,000 to 300,000
Waterdown (Local)	5,000 to 10,000
Oakville (Subregional)	300,000 to 500,000

and

- (b) a "Landform Feature" consisting of the Niagara Escarpment, and

¹ Ibid., p.55

² Ibid., p.55

³ HWPAB, op.cit., p.9. It is noted that Goals Plan II is the most viable in the opinion of the HWPAB.

⁴ MTARTS Choices for a Growing Region. Second Report of a Series; November, 1967; p.57.

⁵ HWPAB, op.cit., p.8.

(c) a parkway belt paralleling the proposed alignment of Highway No. 403, and

(d) a "Major Recreational Area" separating the Sub-regional Centres of Burlington and Oakville,
and

although Goals Plans No. III and IV are departures from the nodal concept of Plans No. I and II, they do nevertheless emphasize the close ties which link the City of Hamilton and the Town of Burlington at the "Head of the Lake". We respectfully submit, therefore, that our proposed Regional boundary will not interfere with the implementation of any of the Goals Plans in the future, and with leadership from the Province of Ontario the implementation of the Goals Plan could be better achieved through the establishment, on the basis of the applicable criteria, of suitable regional governments in the MTARTS Region. Inter-regional co-ordination and co-operation will be essential for the successful implementation of any one of the Goals Plans and the related transportation plan. It is our respectful submission, that the Region and structure proposed in our Brief will facilitate such co-ordination and co-operation. We are also of the opinion that the most desirable Plans, that is Goals Plans I and II, reinforce our contention that the present boundary between the Town of Burling-

ton and the Town of Oakville should form the north-easterly boundary of the proposed Metropolitan Wentworth Region because, among other things, a "Major Recreational Area" and the heavy industrial area referred to in Section 9 of our Brief separates the Subregional Centres of the Town of Burlington and the Town of Oakville and because such Subregional Centres are distinctly separated.

COMMENTS ON PLANNING IN THE PROPOSED
METROPOLITAN WENTWORTH REGION

17. (1) Establishment of Planning Boards -

- (a) The City of Hamilton, by By-law No. 3962 which
was passed January 28, 1930, established the
Town Planning Committee which was composed of
five members as follows,
- (i) the Mayor, and
 - (ii) the Vice-Chairman of the Board of Control, and
 - (iii) the Chairman of the Traffic Sub-Committee of
the Committee on Works, and
 - (iv) and two other members of the Council, which
board had the power to appoint, as advisory
members of the Board, five citizen members.¹
- The duties of the Town Planning Committee
were "to report to the Council from time to
time as often as the interests of the City
may require, all matters which by the 'Planning
and Developing Act' are vested in the Council".²
- It is not clear what accomplishments the Town
Planning Committee were able to carry out
during the period of the Depression. Near

¹ Town Planning Consultants Limited; A Master Plan for the
Development of the City of Hamilton; March 1947, p. 3.

² Loc. cit.

the end of the Second World War in 1944, however, the Town Planning Committee appointed Town Planning Consultants Limited (E. G. Faludi) to carry out the first phase of a planning programme. The first phase resulted in the production of a "Report on Existing Conditions Prepared as Base Material for Planning", dated January 31, 1945. This Report was to form the basis for the preparation of a Master Plan for the City of Hamilton. On April 24, 1945, the City Planning Committee recommended "that Town Planning Consultants Limited be retained to proceed with the developing and production of a Master Plan of development for the City of Hamilton".¹ Approximately two years later, in March, 1947, "A Master Plan for the Development of the City of Hamilton" was submitted to the City Council by Town Planning Consultants Limited. This Master Plan contained a number of recommendations including those dealing with the future expansion of the City limits into the County of Wentworth by means of annexations, the establishment of a planning area which would contain

¹ Ibid, p. 4

the City and the surrounding area, and the designation of areas for particular uses of land such as industrial, commercial, residential, recreational and public. As a result of this Master Plan and the pressure of development which began to increase following the Second World War, the City of Hamilton Planning Area was established on September 9, 1947. Discussions were also held with representatives of the surrounding municipalities with a view to establishing an area-wide planning board, and

- (b) The Burlington and Suburban Planning Area Board was established on September 28, 1948 and comprised the Town of Burlington, Township of Nelson, Village of Waterdown and the southerly part of the Township of East Flamborough. In 1960, the northerly portion of the Township of East Flamborough was added by the Minister of Planning and Development to the Burlington and Suburban Planning Area. A subsequent reorganization resulted in the establishment of a Town Planning Department for the Town of Burlington which was under the jurisdiction of the Town Council. In 1967, the Council of the Village of Waterdown and the Township of East Flamborough requested the

Minister of Municipal Affairs to enlarge the Hamilton-Wentworth Planning Area to include the Village of Waterdown and the Township of East Flamborough. This request was granted; the Honourable Minister of Municipal Affairs enlarged the Hamilton-Wentworth Planning Area and dissolved the Burlington and Suburban Planning Area effective March 1st, 1968. A new planning area for only the Town of Burlington was also defined by the Honourable Minister at that time. The reasons for the change in the boundaries of the Hamilton-Wentworth Planning Area as provided by the Village of Waterdown, the Township of East Flamborough and the County of Wentworth included the following,¹

- (i) except for planning, the Township and the Village participate in all County of Wentworth services and programmes, and
- (ii) the Hamilton-Wentworth Planning Area is set up to deal with the urban and rural planning needs of Wentworth County and is experienced in dealing with the problems of rural areas. The Planning Board is a properly constituted

¹ Submission of the County of Wentworth to the Honourable W. Darcy McKeough, Minister of Municipal Affairs for the Province of Ontario; January 11, 1968, p. 2-3.

- area board under The Planning Act, and
- (iii) the Burlington Planning Department is under the jurisdiction of the Town Council and not responsible to a joint planning area board. The pressures of development in the Town of Burlington are extremely heavy and therefore affect the planning priorities established by the Planning Department, and
- (c) The Hamilton-Wentworth Planning Area Board was established on April 11, 1949 and comprised the City of Hamilton and the County of Wentworth with the exception of the Township of East Flamborough and the Village of Waterdown. When this Board was formed, the City of Hamilton Planning Area became a subsidiary planning area to the Hamilton-Wentworth Planning Area. The Minister of Planning and Development did not, however, name a designated municipality as referred to in The Planning Act (now Section 2 (6)) which could adopt an Official Plan for the Planning Area, and
- (d) the Grimsby and Suburban Planning Board was established on March 6th, 1952 and comprised the Town of Grimsby and the Township of North Grimsby, and

- (e) the last planning board to be established within the proposed Metropolitan Wentworth Region was the South Grimsby Planning Board which was established on May 1st, 1956.

Planning Activity

(2) Subdivision Control

During the early years of the establishment of planning boards throughout the proposed Metropolitan Wentworth Region, subdivision control occupied much of the Boards' time. This included the review of plans of subdivision referred to the planning boards by the Department of Municipal Affairs as well as the function of granting consents to conveyances as provided under The Planning Act until it was amended in 1964 and this authority was transferred to the Committee of Adjustment. In the Hamilton-Wentworth Planning Area, subdivision control by-laws were first enacted in 1950 by the Townships of Barton and Ancaster and the Village of Stoney Creek. It was not until 1959 that the last of the municipalities within the planning area, the Town of Dundas, passed a subdivision control by-law. In the City of Hamilton, By-law number 7182 to Designate Areas of Subdivision Control was passed on December 15, 1953. One of the problems faced by the Hamilton-Wentworth Planning Area Board is the creation of lots throughout the rural area.

In 1959, for example, a maximum number of 546 conveyances were approved and according to the Board, approximately 2,000 lots were created during the six-year period to 1968 in the planning area exclusive of the City of Hamilton, the Village of Waterdown and the Township of East Flamborough. It should be noted that all municipalities in the proposed Region have established Committees of Adjustment.

(3) Planning Activity - Official Plans Includes,

- (a) the first Official Plan in the proposed Metropolitan Wentworth Region was adopted by the City of Hamilton. This Plan was of a very rudimentary nature, it required frequent amendments over the years and it is now completely outdated. In 1966, the City of Hamilton engaged a private firm of Planning Consultants, Murray V. Jones & Associates, to prepare a part of the City's Official Plan including the area on the "Mountain" lying to the south of Mohawk Road. In this area overall planning policies were urgently required in advance of development taking place. A comprehensive Official Plan, however, covering the entire City of Hamilton has still not been completed although it is indicated that it is in the process of being prepared by the City Planning Department, and

(b) the Hamilton-Wentworth Planning Area Board prepared an Official Plan covering the Township of Ancaster in 1955, however, it was not until 1959 that the Plan was approved by the Minister of Planning and Development. This was the first part of the Official Plan of the Hamilton-Wentworth Planning Area. As additional municipalities were provided with Official Plan coverage, these Plans were termed "amendments" to the original Official Plan. The Town of Dundas Official Plan was approved in 1958 and the Town of Stoney Creek's Official Plan in 1959. The Official Plan for the Township of Saltfleet was approved in 1962 as was the Plan for the Township of West Flamborough. In 1963, the Official Plans for the Townships of Beverly and Binbrook were approved. Finally, the Township of Glanford Official Plan was approved in 1964, thereby completing the Official Plan coverage for the Hamilton-Wentworth Planning Area. No Official Plan can be regarded as a fixed and final document and, as trends and pressures for development change, it is necessary to maintain a constant review of all Official Plans. Revisions and amendments have been prepared by the Hamilton-Wentworth Planning Area Board from time to time, and at present the Board is bringing up to date

the Official Plans covering the Municipalities of Saltfleet, Ancaster, Dundas and West Flamborough, and

- (c) prior to the enlargement of the Town of Burlington in 1958, the Town had an Official Plan. This was subsequently superseded by amendment No. 17 to the Official Plan of the Burlington and Suburban Planning Area which covered the Town of Burlington, prepared in 1961. This Official Plan was based on extensive research and is a comprehensive Official Plan, and
- (d) the Grimsby and Suburban Planning Board prepared an Official Plan covering the Town of Grimsby which was approved in 1960. The Board also prepared an Official Plan covering the Township of North Grimsby which was adopted by the designated municipality in November, 1960 and later approved by the Minister, and
- (e) in respect of the Township of South Grimsby, it is understood that a planning programme is in progress which will result in the completion of an Official Plan and Zoning By-law.

(4) Planning Activity - Zoning By-laws Include.

- (a) The City of Hamilton was the first municipality in the proposed Metropolitan Wentworth Region to pass a comprehensive Zoning By-law, being By-law No. 6593 which was passed July 25th, 1950. This By-law

has been extended to apply to areas annexed to the City of Hamilton since that time and it has also been amended frequently to achieve various zoning changes. Between its date of passing and February 23rd, 1965, the Zoning By-law had been amended a total of 627 times. The most frequent number of amendments being 85 occurring in the year 1959. As noted by the Hamilton Chamber of Commerce in its report "Agenda for Action" in 1966,

"it would also appear that the present Zoning By-law in the City needs to be completely revised in the light of to-day's conditions",

and (Pg. 40), and

- (b) in the Town of Burlington, certain restricted area by-laws such as No. 1340 (February 9, 1953) and No. 1401 (January 18, 1954) provided zoning controls over specific areas; however, a comprehensive Zoning By-law for the Town was passed on October 27th, 1958. This By-law was amended a total of 90 times up to August 24, 1964 of which 33 occurred in the year 1963. The frequency of amendments gives an indication of the pressures of urban growth which were facing the Town of Burlington at that time. At present, a new comprehensive Zoning By-law is being prepared which will encompass the entire

- Town and establish new zoning standards, and
- (c) within the Grimsby and Suburban Planning Area, the first Zoning By-law was passed by the Town of Grimsby on July 19th, 1965 which established standards and controls throughout the entire Town. The Township of North Grimsby enacted its first comprehensive Zoning By-law on October 13th, 1964. At present, the Grimsby and Suburban Planning Board has authorized the review of the Official Plan covering the entire Planning Area and both Councils are participating in a review of their Zoning By-laws. The updating of the Official Plan and Zoning By-laws has been brought about by the extensive urbanization in this area which has occurred and which is projected as referred to in Sections 3 and 4 of our Brief, and
 - (d) within the area under the jurisdiction of the Hamilton-Wentworth Planning Area Board,
 - (i) the first comprehensive Zoning By-law was passed by the Town of Dundas in 1963 and approved by the Ontario Municipal Board on November 2, 1962, and
 - (ii) in the Township of Saltfleet the Ontario Municipal Board approved certain Zoning By-laws covering the municipality in 1963, and
 - (iii) the Township of Ancaster Zoning By-law, which was passed in 1963, was approved

by the Ontario Municipal Board on June 8th, 1964, and

- (iv) the Town of Stoney Creek passed a comprehensive Zoning By-law on July 15th, 1965, which By-law received the approval of the Ontario Municipal Board in January, 1966, and
- (v) the Township of West Flamborough Zoning By-law, which was passed in 1964, was approved by the Ontario Municipal Board in 1965, and
- (vi) the Township of Glanford passed a comprehensive Zoning By-law on October 18, 1965 and this has since been approved by the Ontario Municipal Board, and
- (vii) the Township of Binbrook also has enacted a comprehensive Zoning By-law which has received the approval of the Ontario Municipal Board, and
- (viii) the Township of Beverly does not have a comprehensive Zoning By-law, but is continuing to exercise general control through a Restricted Area By-Law which was passed in 1955.

Planning Problems & Recommendations

- (5) The manner in which the various Official Plans throughout the proposed Metropolitan Wentworth Region have been prepared and the time lag since the preparation of the first Official Plan in the area (the City of Hamilton) would indicate that there is a definite necessity for an overall regional approach to planning,

in that

- (a) the lack of a designated municipality for the Hamilton-Wentworth Planning Area creates the problem that any Official Plan prepared for the entire Hamilton-Wentworth Planning Area must be adopted by each of the member municipalities in the Planning Area. It would appear that there would be difficulties in securing unanimous approval of all the municipalities to a single Official Plan under the present constitution. It is also clear that since the inception of the Hamilton-Wentworth Planning Area Board, it has not proven feasible or acceptable for one of the member municipalities to be named as the designated municipality which would be able to adopt an Official Plan for any part of the Planning Area, and
- (b) although all Official Plans must be approved by the Minister of Municipal Affairs, the problem of fitting one Official Plan with another in an adjoining planning area is difficult to overcome because the Official Plans are usually prepared at different times, and since there is no overall framework within which to scrutinize such Official Plans, it is difficult to weigh the merits or demerits of any particular proposed Official Plan, and

we respectfully suggest, therefore, that these problems support the creation of a regional form of government which would have authority to control planning at the Regional or Metropolitan level. It is submitted that a Regional Planning Board be established by the Regional Council, and that the Metropolitan Wentworth Area be the designated municipality for planning purposes and that the component cities and boroughs be subsidiary planning areas. It is further suggested that the membership of the Regional Planning Board be constituted by the Regional Council to reflect appropriate representation from the Cities and Boroughs and such other persons as the Regional Council deem appropriate. We refer your Commission to "Tentative Proposals for reform of the Ontario Law relating to Community Planning and Land Use Controls" ¹ and in particular to pages 12-15 thereof. Section 27 of the said Report states:²

"27. One solution to this dilemma the fact that in extra-territorial planning no political body now exists, between the Province and a local municipality, that also enjoys legal power to develop and exercise the appropriate development control of the region, the more appropriate planning unit would be to shift full land use control powers from the local council to the county council. This is essentially what was done in Metropolitan Winnipeg, although it was

1

Prepared by J.B. Milner, Research Supervisor of the Community Planning and Land Use Controls, Section, Law of Property Project, of the Ontario Law Reform Commission, November, 1967.

2

Ibid., p.12-13 (Emphasis added)

not done in the case of Metropolitan Toronto. Nor could such a solution be warmly recommended unless, at the same time, the boundaries of counties were redrawn to establish more functional planning "regions". If such a radical step were taken, it would represent a nearly ideal solution for the regional planning problem. Its implications for other municipal purposes would be serious, and at the moment they are simply unknown".

The Tentative Proposals recognized in the imminent affect of the Smith Committee's Report ³ and hence it only makes one interim tentative proposal which establishes regional planning councils in lieu of the "Joint Planning Areas" and "Regional Development Council Areas" which provisions currently exist under the two quite separate and unrelated acts, that is, The Planning Act and The Regional Development Councils Act 1966. In view of the recommendations set out in these Tentative Proposals it is respectfully submitted that the ideal solution for Regional Planning can now be met by adopting the boundaries recommended in this part of our Brief. We respectfully submit, therefore, that the Regional Planning Board should,

- (a) prepare by the earliest possible date a single Official Plan by incorporating and co-ordinating those features of the existing

Official Plans covering the entire Planning Area which single Official Plan should be prepared by implementation of the following criteria, among others,

- (i) the development of a land use plan whose environmental objective would cover all planning aspects including the following: physical, economic, social, recreational, and
- (ii) the development of an integrated transportation plan with land use plan, which would recognize all forms of transportation of goods, materials, people and services, now and as far as can be projected in the future to ensure that most improvement for the least cost is achieved in relationship to the demonstrated needs of the proposed region, with sufficient flexibility to permit adjustment to, and incorporation of, changes in public attitudes towards the acceptances of public transportation and advances in transportation technology, and
- (iii) the relationship of development of the study area to its economic potential so that the development of the area remains reasonably

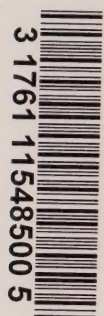
balanced with respect to its tax base to support the types of development that are occurring, and

(iv) to create a servicing programme for the development of the proposed Region in accordance with its needs and related to the Region's economic potential and economic capacity to support the programme, and

- (b) prepare a regional capital works programme based on a priority system implementing and conforming to the Official Plan, and
- (c) carry out research on planning matters, and also provide a statistical data bank for the use of the whole Planning Area, and
- (d) establish policies and guidelines for urban renewal, apartment house density and distribution, and
- (e) establish policies and guidelines for the development of the waterfront, and
- (f) do any planning function that will be delegated by the Provincial Government, Department of Municipal Affairs, to the regional Planning Board, and
- (g) in the event that the component municipalities decide not to have subsidiary Planning Boards, these municipal Councils may request the regional Planning Board to carry out the planning functions

on their behalf, and in this case the Regional Planning Board's recommendations should be made directly to the Local Council. The Local Council may initiate an Official Plan Amendment which will require a majority vote of the regional Council to be approved. Persons making an application to amend the Official Plan would make the application to the Regional or Metropolitan Government, which would ask for the opinion of Local Councils. If there should be subsidiary Planning Boards, these Boards we suggest should be responsible for all aspects of local planning within the framework of the regional Official Plan, guidelines and policies (where these guidelines and policies apply) such as processing applications for plans of subdivision, zoning by-law amendments, official plan amendments (and any other planning duties that may be delegated to them by the Regional Planning Board) for the purpose of making recommendations to their Councils which would be forwarded to the Regional Council. It is further recommended that for the purpose of administration and financing, the Regional Planning Board should be considered as a Department of Regional Government of the

Metropolitan Wentworth Area. We believe that if the overall development policies can be properly co-ordinated in a Regional Official Plan, it will then be easier for the Municipalities within the proposed Region to co-ordinate their local planning policies within the overall framework of the Regional Official Plan. The various local planning activities, however, need not be strictly uniform as to standards and allowances, and variations should be permitted to accommodate local interests. We respectfully submit and contend that it is in the best interests of the Region to allow for the expression of individual community feelings and desired forms of development so long as the overall Regional or Metropolitan policies are maintained. Also in this way the particular differences in character of the proposed Cities and Boroughs in the proposed Region can be maintained and developed so that as far as possible a variety of development is provided which is not all at a single standard or has the characteristics of a homogeneous urban mass which is comparable with a bureaucratic system.



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